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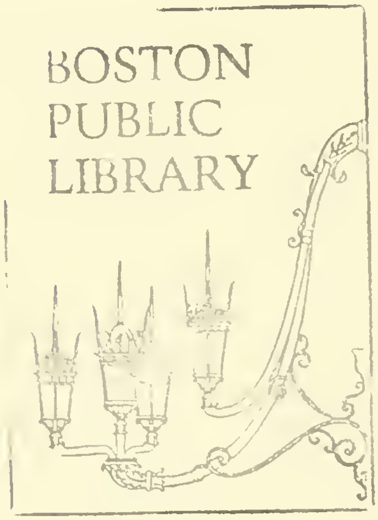

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DOWNTOWN
by design

Discussion Draft · November 14, 1984

DOWNTOWN BY DESIGN

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CHAPTER I

INTRODUCTION

DOWNTOWN BY DESIGN

Introduction

If economic growth in Boston continues as predicted for the next decade, development required to meet future needs could dramatically alter the city scape. Expansion within the office sector alone will initiate construction of ______ million square feet annually between _____ and ______; this is in addition to over _______ million square feet of office space scheduled for completion between 1984 and _______.

Such rapid growth raises anew -- and with greater urgency -- questions about the relationship of future development to the design of downtown and the quality of life throughout Boston. How can the City manage this growth to expand employment and housing opportunities, to improve the City's fiscal profile, to ensure orderly and planned development, and to enhance the design of downtown and people's sense of delight in that public environment?

Answering that question is the purpose of Downtown by Design, a project predicated on the notion that the City of Boston can and must create a framework for both public and private city-building actions, reimagining possibilities for the physical landscape downtown and for the social and economic landscape citywide. To do this well requires a design -- a scheme which can direct and coordinate individual actions and capitalize on them for the benefit of the public domain. The eight sections of this report begin to provide such a framework for the future.

While moving forward, it is important to have a sense of what has gone before; this is the purpose of Chapter One, Historic Context. This chapter sketches the forces which shaped downtown, noting the evolution of public and private roles and outlining their current status.

Chapter Two, Trends and Projections, looks to the future with analyses of the downtown office market and of employment trends and projections for Boston. As well, it outlines the issues and opportunities that arise, given recent and anticipated changes.

Development Objectives the subject of Chapter Three, articulates the City's vision for downtown and proposes general goals for land use, transportation, urban design, and environmental quality which development can help to achieve. Criteria for implementing that vision are proposed in Chapter Four, Development Guidelines. The guidelines, when finalized, will govern the design review of public and private downtown development proposals. After public review and acceptance, the guidelines will serve as a major part of the City's design for downtown, offering guidance to developers in advance of their proposals. Some qualities are essential for designing good places throughout downtown and for that reason, some criteria are universally applicable. However, quite distinct environments can be judged as good places, especially in Boston where each district has unique characteristics and varying prospects for growth. Hence the districts of downtown are treated individually with guidelines proposed to suit their varying contexts.

Chapter Five, Implementation, is a critical piece. It is here that the City must map the downtown design into the appropriate regulatory changes, procedural revisions, and institutional inventions necessary to carry out that design. This chapter includes a section on zoning which describes interim measures to be put in place while the planning process is underway and suggests Code revisions to facilitate Downtown by Design. A second section within this chapter outlines revisions to development review procedures, formulated to simplify the City's design review of proposals and to ensure thorough environmental review. Finally, a third section introduces the Design Advisory Commission, an institution devised to enable greater public scrutiny of development proposals.

Public involvement will be expanded through the Commission, but even more essential is public participation as Downtown by Design becomes a reality. The notions outlined here are proposals only, to be refined or reimagined by those who participate with the City in the planning process. Chapter Seven, Public Planning, sets forth a framework for that process and a timeframe for its completion.

Chapter 8, Next Steps, starts the process moving. The final chapter outlines the actions that must follow distribution of the proposals in Downtown by Design; includes timetables for public planning, for technical studies to assist in the design, and for capital improvement projects downtown.

CHAPTER II

HISTORICAL CONTEXT

DRAFT

Boston had been dealt a severe blow by the Depression of 1929, but it was the economic dislocation and changing social trends of post-World War II America which had an even more adverse effect on the city. In a city as crowded as Boston there was great incentive for returning GI's, using low-interest government mortgages to settle in the suburbs. The exodus from Boston to suburbia went on for two decades, reducing the city's population from 800,000 (exact number?) in 1950 to 670,000 (?) in 1960, 612,000 in 1970 and finally 565,000 in 1980.

Population loss was accompanied by an outloow of blue-collar jobs when many manufacturing firms not only left Boston but also departed this region for those southern and western states which had lower wage scales.

In addition, a city as crowded as Boston, with its narrow streets, and with its older, multi-storied manufacturing buildings, was at a distinct disadvantage with suburban locations where new highways and turnpikes made access more convenient and where low land prices made it possible to build sprawling low-rise buildings.

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The business climate in the city also suffered from the hostility which existed between the city's business community and its political leadership. That relationship could be traced to the schism which had existed in Boston since the late 19th century when Irish-Catholic immigrants began gaining political power at the expense of the city's older families. The result was a malaise so deep that national publications, such as Fortune Magazine in a celebrated 1933 article, simply dismissed Boston as a city without a future.

Indeed, Boston's image as a down-at-the-heels city, (one which seemed peopled by characters resembling fictional counterparts, such as Frank Skeffington of "The Last Hurrah" or John Marquand's George Apley), fostered the widespread notion of a city that had become a relic from the past. Or as Frank Lloyd Wright said of Boston in 1955, "Clear out the eight hundred thousand people and preserve it as a museum piece."

Frank Lloyd Wright's suggestion did not seem that outlandish for a city which had experienced virtually no major private investment from the Depression until 1960. And there were no indications that situation would change as the competition offered by the suburban shopping center seemed to sap vitality from the city's business district.

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The automobile had creatured and nurtered suburbia and Boston, like many older cities, tried to regain its economic equilibrium by accommodating itself to the automobile. The city sponsored the building of parking garages downtown and awaited the opening of the Central Artery because that north-south throughway would help clear congested traffic from Boston's streets. More land area in the city was given up for the extension of the Massachusetts Turnpike and the city was so determined to provide space for automobiles it even took the drastic step of digging up the Common to construct an underground parking garage.

But other problems, such as the city's high property tax rate stood as a stout barrier to any new investment in Boston.

New political leadership in the early 1950's tried to address some of these problems by instituting urban renewal programs, which were carried out by the Boston Housing Authority. But only one project, the demolition os substandard housing the New York Streets to create an industrial area, had been completed and there was only some preliminary planning work done for a larger slum clearance project in the West End.

The city's fortune's seemed to take a sudden turn for the better when, in January 1957, the Prudential Insurance Company announced plans for building a hotel/retail/residential office complex on 24 acres of railyards in the Back Bay. A key to the

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Prudential decision was a "gentleman's agreement" between the city and Prudential whereby Prudential would pay taxes according to a formula rather than on the assesses value of their new development.

In that same period the city began to move more aggressively to obtain Federal urban renewal funding to carry out the redevelopment of the West End and in doing so the renewal function was transferred from the BHA to a newly created agency, the Boston Redevelopment Authority.

The BRA, established in October 1957, approved a renewal plan for the West End in early 1957 and by April the entire 50-acre project was acquired by the BRA for a slum clearance project.

The combination of West End projects and Prudential seemed to indicate that Boston was at last launched on the era of rebuilding.

Such optimism was short-lived once both projects encountered unforseen problems. It soom became apparent that the tax agreement led Prudential to curtail construction work until the legal problems were resolved. In the West End the BRA carried out relocation of 10,000 residents and demolition of the substandard buildings, consisting of 3000 units of housing, but public outcry engendered by that project created widespread opposition to BRA plans for other parts of the city.

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Delays in construction of new housing in the West End also meant that large tracts of cleared land remained vacant for a considerable period of time. The symbolism of that vacant land was more than matched by the abandoned Prudential project in the Back Bay, where a large pond had been created to protect the foundation pilings of the Prudential Center.

In 1960, John Collins became mayor of Boston and early in his administration he announced his determination to concentrate on urban renewal. He recruited Edward Logue, a renewal administrator from New Haven, to head the BRA and in September 1960 Logue and Collins announced "The Million Program," a plan which proposed 10 renewal projects for Boston. It was undoubtedly the most ambitious plan of redevelopment ever proposed for Boston since the filling of the Back Bay. Prospects for the program were helped when Logue was able to announce that the Federal government had already earmarked $20 million for the program.

At the same time, the city filed legislation to give some legal basis for the tax agreement with the Prudential. The bill provided that a project built in a blighted area was eligible to receive tax concessions and that the in lieu of tax payments for such projects would be based on a percentage of gross income from the project.

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A rider attached to that bill called for the abolition of the City Planning Board and the transfer of its powers to the BRA. Logue considered that consolidation of power a necessary first step for carrying out the program he had proposed for Boston.

Passage of the Prudential Bill, or Chapter 121A, (sometimes called the Prudential formula) convinced the insurance company to drain its excavation site and resume construction of the project. And with the willingness of the Federal Government to underwrite the $90 million program, or at least the start of it, Boston seemed headed towards another era of rebuilding, one which was characterized by a slogan, part promotional, part visionary, The New Boston.

The project which seemed to represent this new spirit was Government Center, first proposed in 1912, but given dramatic new form in the masterplan conceived by architect I. M. Pei. Scollay Square, Boston's infamous honky-tonk area, was completly razed, in a period of 18 months and soon after the outline of new government buildings---and the one which became a symbol within the symbol of Government Center---was Boston's bold and modernistic New City Hall, a design that was chosen in a national competition.

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Nearby, on the historic waterfront where Boston had begun, another renewal project had begun, this one formulated by planners who had been sponsored by the Chamber of Commerce. In 1962 (?), the Chamber plan was turned over to the BRA so that it could be part of the city's renewal program. With Federal judging of the waterfront plan, the BRA began turning the 100 acres into a new residential area. Not only would 19th century granite warehouses become housing units, but Boston would also re-establish the ties between downtown and the historic waterfront by creating a walkway to the sea. The Walkway began in Pemberton Square, to the rear of Bulfinch's State House and continued through the new City Hall Plaza and then to the refurbished Faneuil Hall Market buildings designed by Alexander Parris and ended at a new park adjacent to Long Wharf.

The new era in planning history had been launched with "The $90 Million Program," but in 1963 the city released a capital improvement program "Renewing Boston's Municipal Facilities 1963-1975," which had been prepared by the BRA staff. The call for updating Boston's public facilities came at a time when the city (by act of the Legislature) abolished the Department of School Buildings and created a Public Facilities Department which would oversee the renovation and construction of new buildings for all city departments, including schools. That program, proposing $287 million in improvements over a 12-year period, was timed to coincide with a new General Plan for Boston which was unveiled in November 1964 and published in March 1965.

The General Plan issued in 1965 was intended to chart Boston's growth through the next decade. It outlined plans for every area of the city and in calling for social renewal as well as physical renewal, the plan brought together those forces for social betterment and physical rebuilding which had surfaced at the turn of the century with the City Beautiful and Social Reform movements.

The massive expenditures of public funds on renewal projects---and the ambitious goals of the General Plan---provided the impetus or equally dramatic commitments by the private sector. The growth of service sector jobs helped begin Boston's transformation from a blue-collar city to one where white-collar jobs predominated. The result, in terms of new building and development, was a significant increase in new office space (20 million square feet between 1963 and 1983) and the creation of a new skyline for a city which had not contained high-rise structures until the Prudential Center was developed.

At the same time the increase in college age population and the national expansion of medical care facilities and health research led to major development programs by educational institutions and medical centers. And all of these programs were supplemented by the city's most ambitious program of institutional development, the creation of the Christian Science Center, which was also designed by I. M. Pei.

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In Boston's neighborhoods, in areas like Charlestown and Washington Park and the Fenway and in the South End and Bay Village, the BRA had formulated urban renewal plans that were among the most ambitious in the country. Significantly, given the city's experience with slum clearance in the West End, the BRA was careful to propose plans which placed an emphasis on rehabilitation instead of demolition and new development. Even then, the BRA met with considerable difficulty in obtaining public support for these plans and approval came only after extensive public discussion and negotiations with community leaders.

What Boston had been able to do with renewal--and what it hoped to do--was clearly connected to the national political context and the continued support it had received from the New Frontier/Great Society programs of John Kennedy and Lyndon Johnson.

However, escalation of the war in Vietnam began cutting into the national budget by the late 1960's and for the first time Boston seemed unable to fulfill many of the objectives of its renewal program

There was no better example of this than the ill-fated program to rebuild the central business district. Signs of rebirth in Scollay Square and the waterfront and in the financial district (and also the Back Bay) had not reversed the continued decline of downtown retailing. The suburban shopping centers were growing in strength and several of Boston's old-line department stores had been forced to close their doors. In much the same way the Chamber of Commerce

spearheaded planning for waterfront renewal, a private non-profit committee, The Committee for the Central Business District was established by downtown merchants.

CCBD raised funds to retain the well-known urban planner, Victor Gruen, to create a master plan for the city's downtown shopping area. In 1967, Gruen unveiled a plan that would make the city's shopping district into a network of pedestrian malls. Again, as with the waterfront plan, the Gruen plan was turned over to the BRA so it could be funded as an urban renewal project. But this time, the Federal government, refused to fund Boston's $77 million CBD urban renewal plan. This marked the first time a proposed renewal program in Boston had been turned down and it also marked the end of that time when Federal largesse fueled rebuilding in Boston. True, funds from various Federal programs, particularly housing subsidy programs and later, Urban Development Action Grants, played a significant role in Boston's planning and development, but large-scale renewal in Boston was much more dependent on private investment in the 1970's and certainly in the 1980's.

As the 1960's ended, one-quarter of the city's land area, and one-sixth of its population, were part of the city's renewal program. But changing priorities in Washington and a change in the city's political leadership resulted in a slight reorientation of the city's planning program. At the BRA there was an attempt to bring planning services to areas outside renewal areas by establishing

the district planning programs. The BRA established 19 planning districts, most of which fell along traditional geographic boundaries for Boston neighborhoods, and assigned a district planner to each area. The function of the district planner was to provide technical services to various neighborhood groups and to assist in formulating planning strategies for various development issues.

That Neighborhood Planning Program represented the city's evolution away from large-scale planning, eg., Government Center, to planning geared to more modest goals. In the early 1970's Boston was able to complete construction of new fire stations, police stations, schools and branch libraries in a number of neighborhoods and there was continued progress---although somewhat less spectacular---on completing the renewal program. The city also took advantage of the various Federal housing subsidy programs, such as Section 236 and Section 8, to produce some.... units of subsidized housing between 1968 and 1984.

The national recession of the early 1970's, coupled with the rising cost of energy and the subsequent rise of inflation, managed to slow new investment in the city, but the continued growth of service sector jobs was making Boston, in the words of the English Architect, Graeme Shankland, "one of the first world cities to base its economy on service-based high technology enterprise." (Geographical Review, London) February 1981.

Completion of the renewal program---and launching of renewal financed by private interests, namely Copley Place and Park Plaza---dominated the Boston planning agenda into the 1970's. In 1976, the opening of the Faneuil Hall Markets, and the public spectacles accompaning the bicentenial celebration, particularly the visit of Queen Elizabeth II and the Tall Ships, seemed to symbolize completion of the New Boston.

Much of what Boston had set out to do, the development of Government Center, the renewal of the waterfront, the restoration of business confidence, even the shoring up of downtown retailing by creation of pedestrian areas in the central business district, had come to fruition. Indeed, as the city entered the late 1970's a whole new generation of downtown office structures and new hotels were under construction.

As Boston entered the 1980's---and as the pace of development activity seemed to quicken still more---a public debate began on the city's planning goals. The city had formulated new development programs for the North Station area, for the Essex Street corridor downtown, and has begun redevelopment of the Charlestown Navy Yard. In addition, there were development plans for the theatre district and the start of planning for redevelopment of Columbia Point and the Massport piers in East Boston, but there was widespread feeling that no comprehensive plan had emerged since the General Plan of 1965. Concurrent with this debate was the issue of whether Boston,

particularly in certain areas of downtown, was becoming overbuilt. But superceding all these issues was the growing disparity between the prosperity of downtown and the continued deterioration and decline in many of the city's neighborhoods.

In the mayoral campaign of 1983, in various seminars and conferences, and in newspaper columns and editorials, Boston was trying to address the paradox of a city which was simultaneously growing richer and poorer at the same time.

That same consensus which established the agenda for a New Boston seemed to be arriving at a new consensus, the New Boston by and large had come to fruition. Now new development policies and priorities were needed where underemployment, substandard housing and barriers to economic opportunity were facts of everyday life in Boston's neighborhoods. Boston, for instance, provides nearly 37 percent of all jobs for the metropolitan area, but its residents receive less than 15 percent of the region's total personal income.

An earlier report by the BRA, "Downtown Projects," Opportunities for Boston," (October, 1984) proposed policy directions that address the paradox of poverty. That report---which outlined Mayor Flynn's support for 10 major downtown projects--also extended the Boston-residents jobs program (50 percent of jobs for Boston residents) to privately-financed development.

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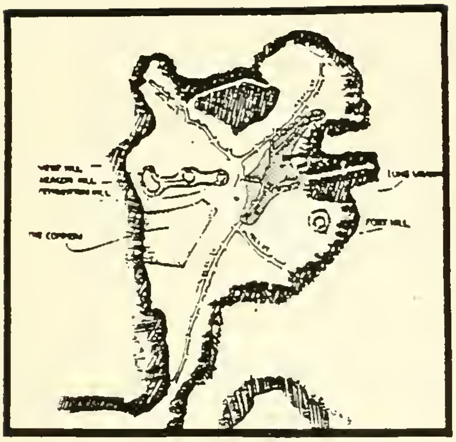
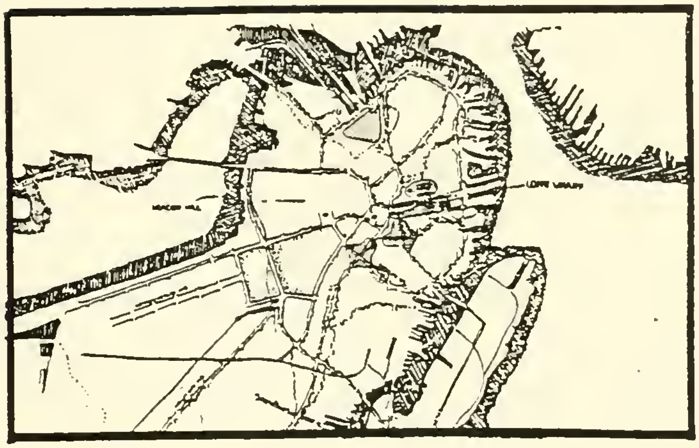
In addition, the report announced creation of a Neighborhood Development Bank, which would be capitalized by downtown developers but make low-interest loans to neighborhood developers but make low-interest loans to neighborhood residents for home mortgages and also provide financing to small businesses in neighborhood commercial areas. A number of downtown developers also announced a willingness to fund neighborhood community programs ranging from scholarship programs to job training classes.

That same report also established the start of a comprehensive downtown planning process, which is spelled out in greater detail in this document. In its historic context this report reflects the concern Boston has always had for safeguarding and enhancing its urban design while promoting the rebuilding and expansion needed to assure citizens economic opportunities.





200 YEARS AGO

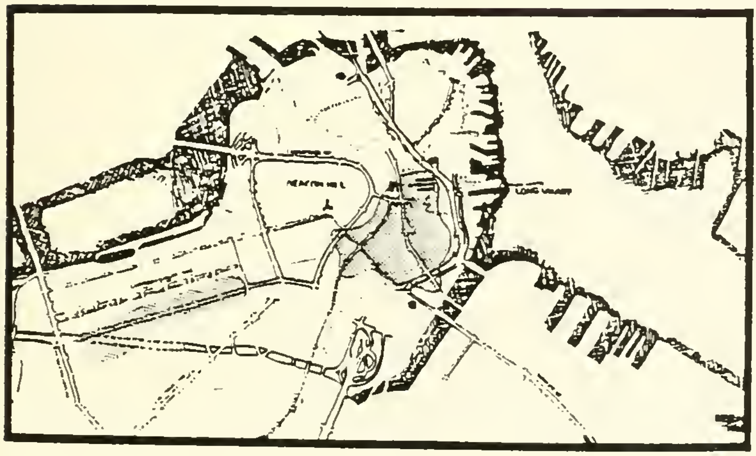
HILLS
MAIN STREETS
CENTER OF COMMERCE

As a colonial settlement, Boston originally focussed on State Street, Long Wharf, and the Town Cove where commerce of all kinds, government, and community activity intermingled. This heart of Boston, the Common, and the major structure of city streets were established in these early years.

100 YEARS AGO

ORIGINAL SHORELINE
MAIN STREETS
CENTERS OF COMMERCE
RAIL LINES

As the Shawmut peninsula expanded through filling operations and the city became a major New World center of trade, business became specialized. Districts for drygoods, produce, leather, furniture, finance, insurance and other uses developed, creating much of the urban pattern and architectural heritage of the city of today.



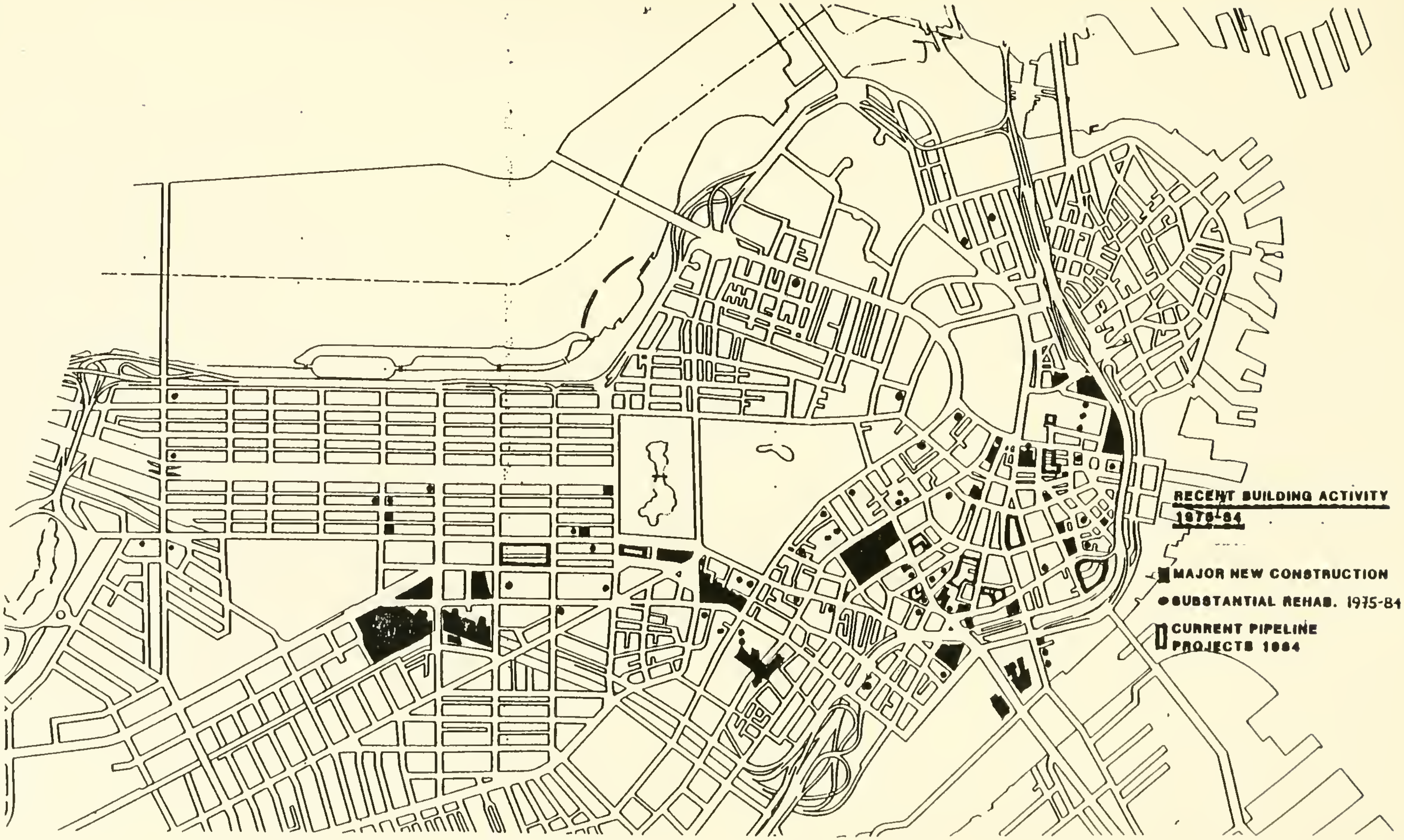
PRESENT

TRANSPORTATION TERMINALS
FREEWAYS

In the twendeth century, Boston lost its significance as an importer and producer of goods but established itself as a major service center based on its supremacy in the fields of research and investments. Medical and educational institutions and office development have come to predominate in the economy and on the cityscape. Shopping and tourism are also major forces in Boston's vitality These are the activities which are shaping Boston today.

CHAPTER III

TRENDS AND PROJECTIONS


RECENT BUILDING ACTIVITY
1975-84
■ MAJOR NEW CONSTRUCTION
● SUBSTANTIAL REHAB. 1975-84
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DEVELOPMENT OBJECTIVES

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IV. DEVELOPMENT OBJECTIVES

INTRODUCTION

The City's development objectives seek to address the dual concerns regarding the rapid growth and alteration of the cityscape in central sections of Boston and the problems and opportunities of other less developed areas. Boston needs to manage future growth to distribute investment, to expand employment and housing opportunities, to improve the City's fiscal profile, and to maintain Boston's unique character and quality of life.

The following Development Objectives are general statements about what constitutes a humane urban environment and what qualities can be maintained or improved as growth takes place. Such apparently simple and universally agreeable statements make clear the basis for development decisions by the City and for more specific design and development guidelines and plans.

A. LAND USE OBJECTIVES

A wide range of goods and services, facilities and public attractions, jobs and business opportunities should be available in Downtown Boston. To that end the following policies are stated:

1. Maintain and increase the MIX OF USES in Boston.
2. Ensure sufficient HOUSING in Boston, affordable for people of varying incomes.
3. Direct OFFICE development to revitalize parts of Boston, to improve the quality of the public environment, and to benefit residents of the city.
4. Direct RETAIL development to add variety to the merchandise available in Boston and to add activity along streets.
5. Direct MANUFACTURING development.
6. Direct INSTITUTIONAL development to revitalize parts of Boston, to improve the quality of the public environment, and to benefit residents of the city.
7. Direct VISITOR FACILITIES development to revitalize parts of Boston, to improve the quality of the public environment, and to benefit residents of the city.
8. Cultural Facilities

1. Mix of Uses

Ensure a wide mix of uses and job and business opportunities in Boston.

Where market forces are strong, protecting the existing mix of uses is important. For example, residential, retail, and industrial activities typically are not able to outbid institutional and office developers for downtown property.

In some underutilized areas of Boston, mixed-use development which would extend the range of activities available or establish complementary activities is needed. Through development review and area planning, the City seeks to increase and/or maintain access to a range of uses. Increasing the number of jobs and maintaining the diversity of employment opportunities are goals which underlie many of the City's development strategies. Of particular concern is the need to protect existing jobs and businesses which find it difficult to compete for space in Boston and to ensure sufficient affordable "incubator" space to enable starting local businesses to become established.

2. Housing

Ensure sufficient housing in Boston, affordable for people of varying incomes.

The demand for residential units in Boston has increased beyond the market's ability to provide new housing. The disparity between supply and demand is projected to increase in the coming decade with the loss of federal subsidies for residential development. Although change and residential mobility are natural phenomena in neighborhoods, inflation, housing rehabilitation, and conversion of rental units to owner-occupied housing often force residents to move involuntarily. Many residents have limited options when threatened with displacement.

The City therefore will emphasize maximizing opportunities for residential development. Some residential development projects now under construction will include subsidized dwelling units, but current federal housing policy will vastly reduce housing opportunities for low and moderate income residents during the next decade. In those parts of Boston where residential developers face stiff competition from commercial and institutional developers for limited real estate, prospects for affordable housing are especially bleak. To expand the supply of below market rate housing, the City encourages financial mechanisms which support housing construction and rehabilitation. By discouraging the demolition of housing and the conversion of rental units to owner-occupied housing, and by minimizing institutional encroachment, and placing controls on developers, the City seeks to protect the existing housing supply, maintain neighborhood stability, and minimize displacement.

3. Office

Direct OFFICE development to revitalize parts of Boston, to improve the quality of the public environment, and to benefit residents of the city.

The office sector has assumed a leading role in the creation of new employment in Boston during the past twenty years, and the expansion of the office sector has fostered much of the city's recent development. It is projected that office employment will increase by 34,000 jobs over the next ten years, generating demand for an additional thirteen million square feet of office space between 1982 and 1992. Office development has supported major renewal efforts in parts of downtown Boston.

Given the growth projections for the office sector over the next ten years, office development which has been centered in the Financial District and Commercial Back Bay can continue to reinforce the City's revitalization plans throughout the city. At broader and lower density, new construction will be guided to the Essex Street Corridor, Turnpike air rights, the Prudential Center, the Fort Point Channel Area, North Station, and neighborhood locations. Rehabilitation of underutilized buildings will be encouraged along Boylston Street, in the Ladder Blocks between Tremont and Washington Streets, in the Custom House/Broad Street Area, on the Bulfinch Triangle, and the Boston Wharf Company area. Maintaining a variety of other uses in these areas, protecting existing non-office uses, and ensuring a range of office rent levels will be a major planning objective. Because of its dominance in the economy, office development

quite often sets the tone for the character of an area on terms of both activity and environmental quality, therefore the design guidelines in Section III are especially applicable to office development.

4. Retail

→ Direct RETAIL development ~~to~~ a

The development of retail magnets, including department stores, festival marketplaces, and cultural and tourist attractions, is encouraged in order to expand Central Boston's role as a regional shopping center.

However, each of the three major retail centers--Downtown Crossing, Back Bay, and Faneuil Hall Marketplace--has a distinctive nature and appeal which should be maintained. Additional retail development should reflect or enhance the unique character of its district or neighborhood.

5. Manufacturing

Direct MANUFACTURING development to

Though the traditional manufacturing sectors -- food products, apparel and leather, printing and publishing, fabricated metals, and non-electrical machinery -- remain the five largest in Boston, high growth sectors -- instruments, electrical equipment, transportation equipment, chemical products, and rubber and plastic products -- have assumed more prominence since 1975 than they held in the past. Their presence is important to the labor force in Boston and to the development of the city. Today, industries are faced with competition for space from commercial, office, and institutional developers, and they are being displaced from such areas as the Leather District, Chinatown, North Station, and the Fort Point Channel Area.

Through development review and zoning, the City can discourage industrial displacement. Seeking solutions in a city-wide context, the City can assist firms to move to other appropriate locations.

6. Educational and Medical Institutions

Direct INSTITUTIONAL development to

Boston's image nationally and globally is closely tied to its pre-eminence in education and medicine. In turn, these fields have had a positive affect on the local economy and produced jobs for Boston residents. Institutions have also helped to expand the economy of the Boston metropolitan area and have been integral to the regional growth in high technology and bio-medicine. This latter field is expected to become a major growth sector in the 1980s and 1990s in Boston. In recent years, the expanding needs of medical and educational institutions have generated a number of major development projects. Not all of this growth, however, has been beneficial to the city: In addition to removing property from the tax rolls, some institutional expansion has displaced long-term residents.

To minimize the adverse fiscal impacts of institutional development, the City requires in-lieu-of-tax payments from institutions when approving plans for expansion. The City also encourages institutions to incorporate taxable uses, such as retail shops, in their development and to incorporate uses -- such as stores, day care centers, and housing -- which enliven institutional areas and serve the needs of people living and working in the vicinity.

Some educational and medical institutions provide services and programs to strengthen ties between institutions and Boston's neighborhoods and to ensure that institutional growth benefits city residents. The City requires each institution to place development proposals within the context of an overall physical plan for that institution and to adequately evaluate overall impacts of development on adjoining neighborhoods.

7. Visitor-related Facilities

Direct VISITOR FACILITIES development to

Boston's visitor-related sectors -- its convention, tourist, and hotel industries -- add to the vitality of the city and the strength of the local economy. With the recent and projected growth in the office sector, improvements to the Waterfront and Theatre District, and the anticipated expansion of facilities for meetings and events, visitor-related industries have the potential for expanding in the next ten years. Boston's success in attracting national and regional meetings and public events depends primarily on the availability and quality of its gate and trade show, convention, and arena facilities. While numerous cultural facilities have reinforced Boston's role as a regional center for tourism, growth of tourism is constrained by the limited supply of moderately priced hotel rooms.

With the development of Bayside Mall and Boscom, the city will be better equipped to draw trade shows. An enlarged Hynes Auditorium is needed to provide more competitive national convention facilities. In addition, the arena facilities in Boston are inadequate for accommodating many of the sports and gate show events which are now or could be attracted to the city. The City seeks to increase tourism by upgrading cultural and recreation attractions and by promoting the development and renovation of moderately-priced hotel rooms. Boston is also lobbying for state and federal funding to improve tourist and recreational facilities and to promote tourism in the City.

8. Cultural Facilities

C. Transportation and Circulation Objectives

The activities and facilities of Downtown Boston and the neighborhoods should be accessible to people who live, and visit in the city. To that end, the following policies are established:

1. Minimize vehicular traffic and congestion.
2. Improve circulation by public transit.
3. Make pedestrian circulation easy, direct, safe and inviting.
4. Facilitate circulation for bicyclists.

1. Automobiles

Minimize car and truck traffic and congestion.

While the basic premise of circulation policy is to make it convenient to move about Boston, making vehicular circulation easier would create a contradiction: the more smoothly automobile traffic flows, the more people will choose to travel by car particularly if transit service is insufficient. Any increase in vehicular traffic will only exacerbate the existing problems of pedestrian safety and air pollution. Hence, circulation policies are intended to minimize congestion, but by restraining travel by car rather than promoting it, maintaining an appropriate balance with other transportation modes.

Implementation of this policy focuses on the following:

a. A proposed amendment to the Zoning Code would require developers of projects over 100,000 square feet and which require a variance, conditional use permit, exception, or zoning map amendment to formulate an access plan. Prior to development, the plan would estimate the access requirements of a project and would articulate how these will be met, including measures for minimizing vehicular person-trips. The plan would set targets for the number of daily commuter trips, which would be monitored in a post-development access plan. Truck routing and delivery accommodations would also be analysed.

b. Controlling parking is a second means of reducing traffic and congestion. Restricting the number of parking spaces downtown is a strategy employed by the Boston Air Pollution Control Commission.

The restriction, imposed in 1975, currently is being reassessed. Some methods for allocating scarce parking and street space are already in use: non-residential parking in neighborhoods is discouraged; parking is reserved for the handicapped; and curb space is set aside for buses and taxis. Favoring spaces for car and van pools and for compact cars are also encouraged. The BRA favors setting priorities for the allocation of spaces within parking garages so that commuting to work by car, especially with only one person per vehicle, would be discouraged. Employee parking adds significantly to peak-hour congestion and air pollution at times of day when transit service is most frequent. The proposed access plan requirement would include strategies to allocate scarce parking.

In addition, the location and form of parking facilities can help to minimize congestion. When parking structures are designed with efficient internal circulation and fee payment systems, queuing is minimized. Careful siting of entrances and egresses cuts down on traffic jams as well. Peripheral parking convenient to expressways and arterials reduces traffic in the center. The Boston Air Pollution Control Commission (BAPCC) has established criteria for the location and form of parking facilities which serves as the basis of their review of parking proposals.

c. Truck servicing causes particular congestion problems. It is City policy to have truck loading areas located off-street so as not to interfere with the public right-of-way. The size of trucks should

be small enough to be accommodated on city streets and small service areas. Restrictions regarding time of day of servicing is appropriate in certain areas.

d. The policies for improving public transit outlined below should also help reduce vehicular traffic.

2. Transit

Improve circulation by public transit.

Public transit remains a primary mode of travel to and within Boston. Unfortunately, the system (and its riders) suffer from old equipment and scheduling problems. As Boston develops, some aspects of the system could be improved and the use of transit could be increased.

Major development projects should be located in areas convenient to transit, as noted in the first circulation policy. Transit improvements, including new stations, ferry terminals, and pedestrian connections, should be integrated into large development projects. It may also be possible to restrict certain streets or travel lanes to transit vehicles, or to transit and taxis only.

3. Pedestrian Circulation

Make pedestrian circulation easy, direct, safe, and inviting.

Boston is a city for walking. The compactness of the central area, the design of streets and pedestrian ways, and the difficulties of driving encourage people to travel by foot.

Sidewalks should be designed to accommodate the anticipated volume of foot traffic in a pleasant environment and with minimal obstacles to pedestrian flow, adequate space to wait at crossings and corners, and no barriers for the handicapped, the elderly, or people transporting children or goods. New development projects should consider the existing pedestrian patterns and desire lines in the area and plan for establishing critical connections that currently are missing. Routes should be well-designed, safe, and legible.

4. Bicycles

Facilitate circulation for bicyclists.

Despite the obstacles presented by Boston's streets, a number of people regularly commute and circulate within the city by bicycle. Their ranks could grow. The barriers which currently deter would-be riders include conflicts with vehicles, unsafe pavements, and the lack of cycle parking facilities. Some of the problems can be resolved easily and for relatively little cost; others will require time and substantial investment.

Secure parking facilities should be provided at all major buildings. The number of spaces required should be based on reasonable potential volume of use. Given the narrow streets and limited space available for cars and pedestrians downtown, creating separate lanes for bicyclists is seldom feasible. However, major changes in the road network, such as the Southwest Corridor Project and the proposed Central Artery depression, present opportunities to develop special bicycle routes.

D. Urban Design Objectives

Boston should be understandable and delightful for all its people, enlarging their sense of community, history, and nature. To that end, the following policies are established:

1. Preserve and build upon Boston's special character and the distinctive character of its varied districts and neighborhoods.
2. Maintain the human scale of Boston.
3. Encourage visible human activity along streets and street frontages, of a variety, intensity, and duration appropriate to its location.
4. Preserve a sense of continuity with the past within a context that allows for change.
5. Ensure the integrity and vitality of Boston's activity centers.
6. Enhance Boston's natural and manmade geographic features, in particular the attractiveness and accessibility of the water's edge and the parks system.
7. Establish and maintain connections between districts, neighborhoods, activity centers, the water's edge, and the parks system.

1. Character

Preserve and build upon Boston's special character and the distinctive Character of its varied districts and neighborhoos.

Over the decades, development projects in Boston have created a particularly local character which reflects its unique natural setting and the ideals and imaginations of its citizens. Each era built for its new demands and fashions while responding to and enriching those qualities of the urban environment which give Boston its special identity. Most districts and neighborhoods in the city have a recognizable and memorable character, determined by their history, cultural identity, landscape and architecture, and by activities located there. In concert, these factors can confer a strong sense of place and meaning. District character makes areas special and coherent so that they serve as a basis for pride, affection, and a sense of continuity.

The City supports development projects which are designed as contemporary variations on Boston's traditional themes. Projects should be sensitive to the overall scale and organization of Boston, to its open space, street, and block patterns, and to the materials and architectural treatments typical in the city. Creative approaches are encouraged which use new technologies and meet current needs while responding to the essence of Boston's character.

The City supports projects which will conserve and enhance the qualities of district character. Building height and bulk, use mix, relation to the street and to adjacent buildings, and the quality and pattern of open space are important considerations in assessing a project's impact on district character.

2. ~~Human~~ Scale

Maintain the human scale of Boston.

A major issue of new development relates to those qualities often referred to as "human scale" which allow people to feel comfortable and not overwhelmed in the city. These qualities derive from the patterns of neighborhoods, blocks, buildings, and facades being divided visually into sizes and shapes that feel familiar and to which people can relate. The sense of human scale is an important aspect of a livable city and is apparent in a broad range of experiences from the overall forms and patterns of the city to details of architectural refinement.

Abrupt changes in building height and massing are discouraged. The scale of new development should reflect the predominant features of the surrounding area. The continuity of the street wall, the size, rhythm, and setback of buildings and spaces, facade design, and the design of landscape elements such as lights, sidewalk furnishings, and paving patterns are all important considerations. Small sitting areas and gardens, colorful window displays, and intricate architectural and streetscape details have major impacts on human scale. As well, cafes, small shops, vendors, and street activity also humanize the scale of the city. All these aspects of human scale are encouraged in new development.

3. Activity

Encourage visible human activity along the streets and street frontages, of a variety, intensity, and duration appropriate to its location. The sight of other people and their activity is one of the enduring delights of the city. People's use of city streets provides a feeling of community and contributes to a sense of vitality and safety which stimulates additional use and investment.

New development is encouraged to provide publicly-accessible active uses on the ground floor. Active uses should border sidewalks and be highly visible. Housing and evening uses downtown and small-scale neighborhood businesses which make streets active over a larger span of the day are especially encouraged. A range of sidewalk activity -- vending, performing, eating, and resting should also be -- provided in association with new development. To ensure spaces for such activities, large projects are expected to provide public open space and improvements for public spaces.

4. History

Preserve a sense of continuity with the past within a context that allows for change.

Over time, economic, cultural and technological changes have altered the physical organization of the city. Nonetheless, much of Boston's form is still derived from earlier periods. Today the city is a collage of time, which gives Boston a special character and provides people with a sense of continuity between past and present.

New development is encouraged to fully and carefully analyze its impacts on historic buildings, spaces, and urban patterns. Buildings of special historic and architectural merit should be preserved and new development nearby should enhance their setting.

5. Activity Centers

Ensure the integrity and vitality of Boston's activity centers.

Activity centers naturally occur in a large city as a means of organization and of gathering together related uses which reinforce each other by their proximity. Downtown Crossing, the Financial District, Government Center, and the Theater District serve particular functions in the city. North Station, Faneuil Hall Marketplace and the intown Waterfront, and commercial Back Bay are other activity centers in Central Boston. Main streets, squares, and corner locations help to focus commerce and public services for the neighborhoods.

New developments are encouraged to help revitalize and define Boston's activity centers through their mix of uses, their integration with the pedestrian network, and their responsiveness to the center's character and connections to the surrounding area.

6. Geographic Features

Enhance Boston's natural and manmade geographic features, in particular the attractiveness and accessibility of the water's edge and the Emerald Necklace of parks.

The hills, rivers, and harbor are the basis of Boston's urban form. The overall massing and patterns of development and the parks system fit upon this base to create the city's special geography. The edge of Boston's peninsula is its prime natural asset and its most visible geographic feature. From this vantage point, one can see the city in its setting; enjoy sky, sun, and water; and participate in waterside activities. The Emerald Necklace, the series of parks and parkways from Boston Common to Franklin Park, provides a unifying strand of green space throughout the interior of Boston.

Public access to the waterfront is required of all development projects along the harbor. The City encourages public and private actions that make it possible to walk along the entire water's edge without hindrance and to approach it at frequent intervals from nearby public ways. Attractive public uses, frequent views out to the water, and the opening to public view of water-dependent uses are encouraged. Improvements and additions to other parts of the parks system are also encouraged.

7. Connections

Establish and maintain connections between districts, neighborhoods, activity centers, the water's edge, and the parks system.

Along with its vivid character, the growth of Boston has produced some confusions and disconnections. In some cases, neighborhoods have been cut off from the downtown by large development projects and highways.

Developments are supported which help to strengthen ties between downtown and its neighborhoods, help to mend barriers, and help to link the geographic elements of Boston. Improving connections through new development involves the use of view corridors, parkways and pedestrian routes, linear or sequential concentrations of activity, and strengthened transit routes.

E. Environmental Quality Objectives

It is the public purpose that Boston be fit for the people who use it, allowing them to conduct their activities safely and in good health and comfort. To that end, the following policies are established:

Climate

1. Ensure sunlight in public ways and spaces during times of major usage.
2. Ensure adequate daylight and views of the sky along the city streets.
3. Prevent heavy winds in public areas.
4. Ensure that light prevailing winds and sea breezes are not blocked.

Public Space

1. Enhance the existing open spaces and create new ones as part of the city's open space system.
2. Ensure that the public environment provides adequate facilities for public comfort.
3. Ensure that the public ways and open spaces are safe.

Set of objectives

A1. Sunlight

Ensure sunlight in the public ways and spaces during times of major usage

Sunlight is an important aspect of making for pleasant public ways and spaces. With the building of taller and taller buildings, sunlight in the downtown has become a scarce resource to preserve. Patches of sunlight in sitting areas, across one's path, or lighting a building facade are especially appreciated during much of the year when the weather is cool or cold.

The preservation of sunlight in public streets and open spaces is encouraged. New buildings or additions should not cast additional shadows onto sidewalks and spaces during seasons and times of day when they are most heavily used. In general, blocking of sunlight presently reaching public spaces during the middle hours of the day at the spring and fall equinox should be avoided.

A2. Daylight

Ensure adequate daylight and views of the sky along the city streets. Along the narrow, winding streets of downtown Boston, where sunlight does not always penetrate it is important to maintain adequate daylight and views of the sky.

In general, if any part of a new building as seen from the opposite sidewalk covers previously visible sky above the predominent cornice line height of the street, then that loss of daylight should be ameliorated by means of set-backs or alternative massings that lower other portions of the building.

A3. Wind

Prevent heavy winds in public areas.

Boston is one of the windiest cities in the country and the effects of its strong winds are made worse in locations where tall buildings create gale force gusts at the street level. Moreover, dense concentrations of large buildings can convert narrow streets into wind tunnels. The effect is not only unpleasant, but dangerous especially for the elderly and infirm.

The City currently employs the commonly accepted limit for winds in pedestrian areas of an "equivalent wind speed" (which allows for variable gusts) not in excess of 31 mph more than 0.1 percent of the time or about ten hours in the year. This is a safety rule. New developments are encouraged to apply more stringent guidelines for public sitting and activity areas to ensure user comfort.

A4. Breezes

Ensure that light prevailing winds and sea breezes are not blocked. It is important to minimize strong winds on city streets, but it is also important to enhance the flow of light prevailing winds and sea breezes which have a cooling effect in hot weather and which prevent the accumulation of air pollution.

The effects of development on air flow can to some degree be predicted from the location, massing, and height of buildings. The edge of the harbor, where breezes move inland off the water, is an area of particular concern regarding air flow. New development is encouraged to enhance circulation of sea breezes.

B1. Open Spaces

Enhance existing open spaces and create new ones as part of the city's open space system.

Boston's public open spaces are universally enjoyed as places to rest, to play, or simply to observe in passing. Some districts and neighborhoods lack such space and the existing parks need better maintenance.

The City strongly encourages the creation of new open spaces. If new development will significantly increase the population of an area, it should assist in providing or improving public open space in the area. The design of open space should consider its setting and its users. Materials, form, light and sun, wind, vistas, and programming and maintenance are important considerations.

B2. Comfort Facilities

Ensure that the public environment provides adequate facilities for public comfort.

Some simple conveniences are needed in public places: it should be possible to sit down when tired, to take temporary shelter from the wind or rain, and to find a clean, safe public restroom.

The City encourages provision of such facilities in new developments and open spaces. The amount and design of seating to be provided should be based on the anticipated use of an area. Shelter should be available at transit stops and at some reasonable intervals in heavily used areas. Clean, supervised restrooms should be easy to find in activity centers.

B3. Safety

Ensure that the public ways and open spaces are safe.

The design of ways and spaces and the buildings which border them can help to discourage crime and to give people a greater sense of security. Conflict between vehicles and people on foot is another urban danger.

The design and administration of public areas should address safety considerations. Adequate lighting, secure footing, no hidden spots, and a sense of "eyes on the street" from storefronts and upper floor windows contribute to safety. Forms and materials can clarify circulation routes and can define the public, semi-public, and private realms, adding to the self-policing of areas. Round-the-clock activity and the programming, maintenance, and direct and indirect surveillance of public ways and spaces also enhance security. Development plans should include restrictions on the number and location of curb cuts, design controls for parking ramps and truck loading areas, and traffic management plans which direct heavy traffic away from residential areas and minor streets.

III. JOBS DEVELOPMENT POLICIES

1. Facilitate access to employment in Boston, ensuring in particular that a range of job opportunities are available to Boston residents.

   Public assistance for development projects provides the City with the leverage to improve job opportunities for people who are under-represented in Boston's work force.

   Projects receiving City assistance must adhere to the 1979 Mayoral Executive Order which established a resident employment program. During project construction, the work force must be 50 percent Boston residents, 25 percent minorities, and 10 percent women. To ensure permanent employment opportunities, the City recently instituted a permanent jobs monitoring plan. Assisted projects must develop hiring goals. City-wide targeted goals recommended by the Neighborhood Development and Employment Agency are 50 percent Boston residents, 50 percent women, 30 percent minorities.

IV. POLICIES FOR ENERGY AND WATER RESOURCES

Boston's energy and water resources should be conserved for the long-term viability and efficiency of the physical environment. To that end the following policies are stated:

1. Maximize the efficient use of energy resources.
2. Maintain groundwater at a level adequate to protect the structural integrity of buildings.
3. Improve the water quality in Boston Harbor and the Charles River.

ENERGY

1. Maximize the efficient use of energy resources

The city depends heavily on imported fossil fuels to heat homes and to meet the operational, climate-control, production, and transportation needs of all sectors of the local economy. Energy costs per unit of fuel are high in the Northeast, and Boston's dependence on imported fossil fuels should be reduced. While the City cannot control all factors affecting energy supply and demand, it can promote energy efficiency through controls on development. However, because energy technologies and the economics of energy change rapidly, the guidelines must be broadly stated to allow for innovation, changes in the marketplace and in regulations made by the state and federal governments.

Building design and site plans for proposed developments should maximize energy efficiency. To that end, projects which relate siting, massing, fenestration design, and other details to energy consumption are encouraged by the BRA while balancing solutions with other policy concerns and the numerous ways of achieving energy savings. Developers are encouraged to assess the anticipated energy performance and to provide life-cycle cost estimates of proposed projects. To conserve fossil fuels, the BRA promotes the use of renewable energy sources; energy storage, recovery or management systems; or other appropriate means. Energy-efficient systems should be part of plans for large development areas of Boston. Where possible, solar access should be protected. An amendment to the Zoning Code would protect solar access in S-1 zones.

GROUNDWATER

2. Maintain groundwater at a level adequate to protect the structural integrity of buildings.

Major portions of downtown Boston have been developed on land that was created by filling in low lying marsh areas and segments of Boston Harbor. Construction on the loosely consolidated fill has required the use of piles to support structures. In order to preserve wooden piles from rotting and prevent subsidience or lowering of the soils surrounding the piles, the water table must be maintained at an adequate level. Periodic lowerings of groundwater levels in the Back Bay area of Boston have occurred over the past several decades.

Construction, dewatering, storm drainage and recharging of groundwater in problem areas must not lower the water table.

WATER QUALITY

3. Improve the water quality in Boston Harbor and the Charles River.

The improvement and maintenance of water quality in Boston Harbor is dependent on better treatment of wastewater entering the Harbor through the sewerage system, reductions in the volume of wastewater entering the system, treatment and control of storm drainage that directly enters the Harbor, and limits on land fill operations.

While substantial improvement in water quality requires increased funding from the state and federal governments and major actions by the Metropolitan District Commission, there are also steps the City can take. Through appropriate building codes and other regulations, a general reduction in the volume of sanitary sewerage and storm drainage could be achieved through use of porous paving where appropriate; use of low flow devices in showers and faucets and toilets in all residential and hotel developments; and by recharging groundwater with storm drainage where feasible.

The pollution that accompanies storm drainage should be minimized through oil traps in parking areas; adequate erosion control during and after construction of projects along the water's edge; and storm drainage treatment in waterfront projects. Major new developments that would overcapacitate the sewerage system in a particular area or exacerbate an existing combined sewer overflow should provide a sewerage holding tank or on-site or point source treatment of sewerage. Filling in Boston Harbor should be prohibited except where necessary for public health and safety reasons.

CHAPTER V

DESIGN GUIDELINES AND PLANS

THE FOLLOWING MAPS WILL BE PART OF AN (CURRENTLY UN-WRITTEN) INTRODUCTION TO CHAPTER V WHICH WILL STATE OUR OVERALL GROWTH POLICY

GROWTH DISTRIBUTION

Growth Policy:

The proposed physical growth distribution policy for the downtown area takes into consideration; the existing urban form of the city, recent growth concentrations, underutilized developments potential sites, buildings to be preserved and National Register groupings important to the city's unique urban history and local character. Based on the evaluation of "hard and soft" development sites the plan identifies specific infill and rehab growth zones.

Three major zones proposed as infill growth areas are:

- o The Essex Street corridor to develop limited office and mixed uses development opportunity in the financial district area.
- o The turnpike air-rights development parcels, and pockets of Commercial Back Bay, ie., The Prudential Center development.

This infill growth "corridor" would provide additional mixed office/ /residential development tied to opportunities for public improvements in adjoining neighborhoods.

- Depression of Central Artery would provide large tracks of land bordering the downtown which could help integrate the edges of downtown to the surrounding neighborhoods through a band of low density mixed-use commercial development.

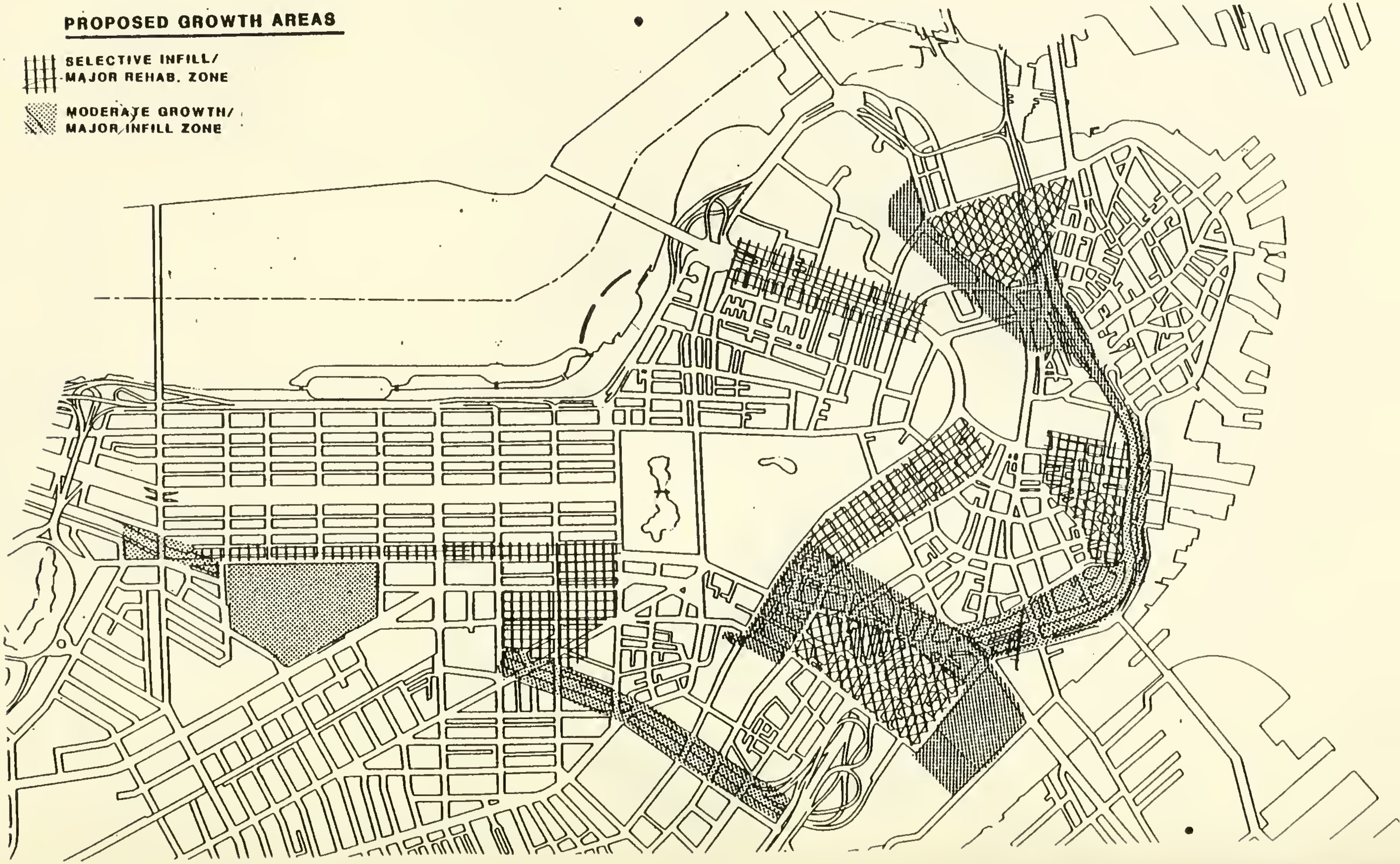
Four major zones proposed for rehab growth are:

- The Bulfinch Triangle.
- Buildings along the north side of Boylston Street and the blocks between Arlington and Berkeley on the south side.
- Blocks to the northeast of the financial district, bounded by Tremont, Court, Washington and West Streets.
- The Broad Street, Custom House District. (Bounded by Kilby, Batterymarch, High Streets, Central Artery and State Street.)

The rehab zones cover most sections of the major eligible and listed National Register districts in the downtown area. By designating these strategic pockets as rehab zones, redevelopment and preservation of their essential character could occur simultaneously.

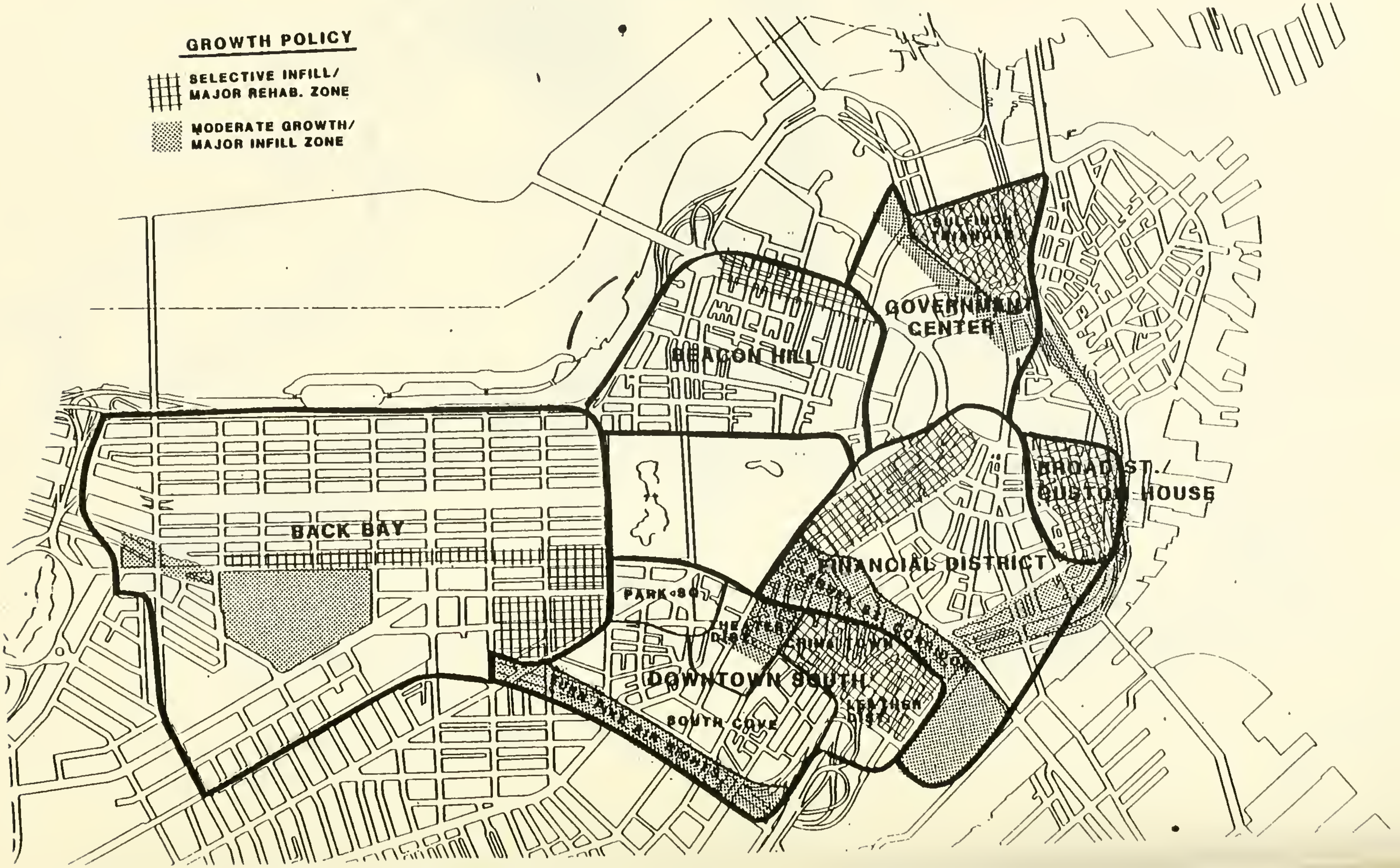
Urban Design Impacts: Issues to be Studied

- The infill growth along the Essex Street corridor has the challenging role of developing a vital economic (uses) and delicate physical (design) link to the south.
- The turnpike air-rights development parcels provide an excellent opportunity for bridging the neighborhoods that presently lie on either side of it. This would require parcel development on these air rights parcels that relate to neighborhood issues which are oriented across the turnpike.
- The Prudential Center provides potential for infill that should strengthen physical and active connections between Boylston Street and South End neighborhood.
- Rehab and infill growth in the Bulfinch Triangle require to develop a balance between the rehab of the historic character areas and new infill directed to improve the image of the area.

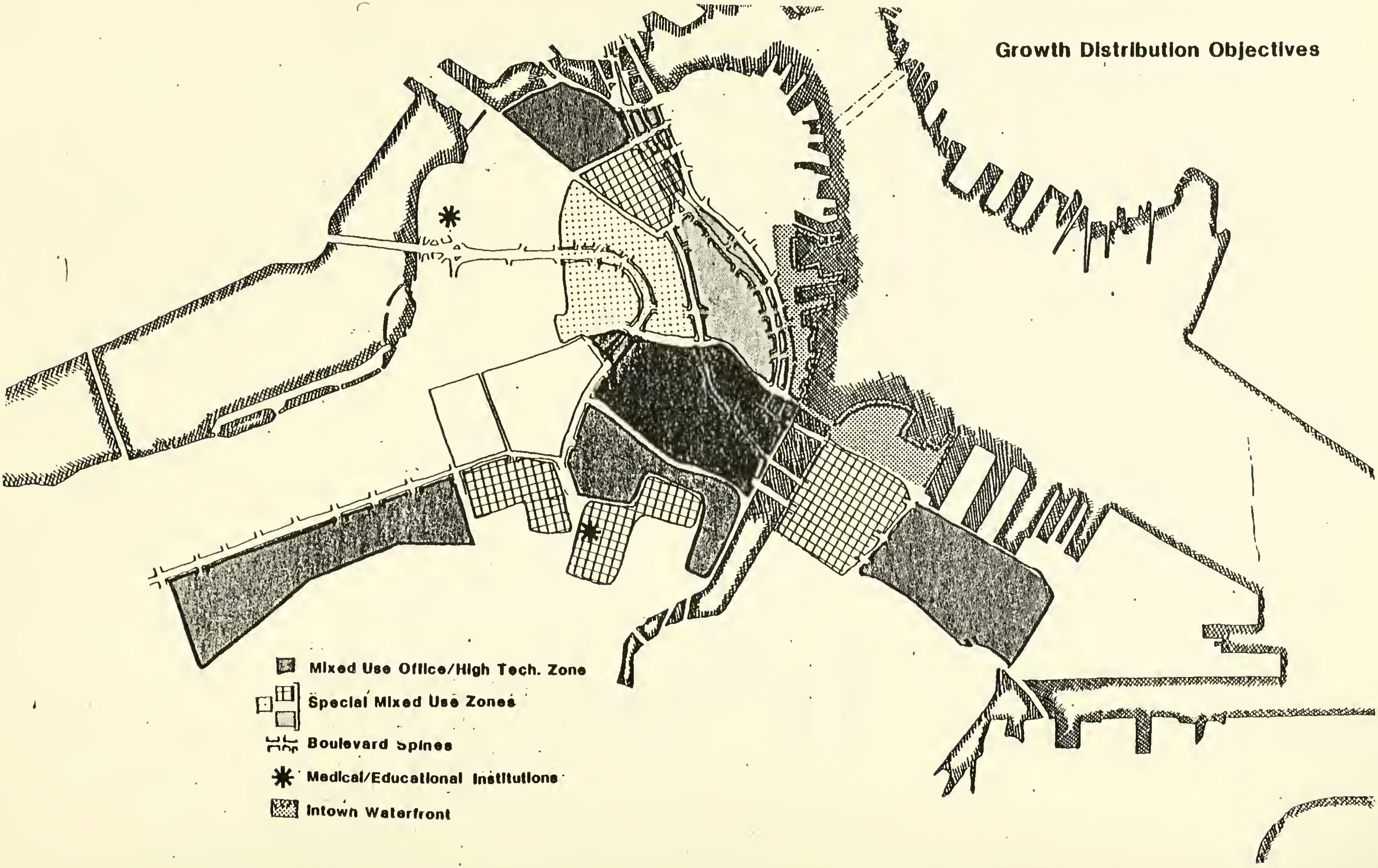


PROPOSED GROWTH AREAS

SELECTIVE INFILL/ MAJOR REHAB. ZONE
MODERATE GROWTH/ MAJOR INFILL ZONE


GROWTH POLICY
SELECTIVE INFILL/ MAJOR REHAB. ZONE
MODERATE GROWTH/ MAJOR INFILL ZONE
BACK BAY
BEACON HILL
GOVERNMENT CENTER
BULFINCH TRIANGLE
BROAD ST./ CUSTOM HOUSE
FINANCIAL DISTRICT
PARK SQ.
THEATER DIST.
CHINA TOWN
DOWNTOWN SOUTH
SOUTH COVE
LEATHER DIST.

Growth Distribution Objectives


Mixed Use Office/High Tech. Zone
Special Mixed Use Zones
Boulevard Spines
Medical/Educational Institutions
Intown Waterfront

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The Public Trust, the Architectural Heritage, the Environmental Context, Human Activity

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- C. The Public Domain
- D. Circulation
  - 1. Pedestrians
  - 2. Vehicles
  - 3. Transit
- E. Activity
- F. Environment

V. DOWNTOWN DESIGN GUIDELINES

The goal of the guidelines is to offer a standard for measuring the success of public and private development proposals for rehabilitation and new projects in the following areas:

- The Public Trust/How does the proposal contribute to the enhancement and extension of the network of streets and public spaces, lobbies and passageways, parks and gardens, arcades and protected spaces, atriums and rooftop facilities?
- The Architectural Heritage/How does the proposal contribute to the reinforcement of the urban fabric, the form of the city and its neighborhoods, our sense of continuity with Boston's past, the quality of human scale that makes our buildings and places comfortable, hospitable, and understandable?
- The Environmental Context/How does the proposal contribute to the local environment regarding preservation of sunlight and daylight, enhancement of summer breezes and mitigation of cold winds, control of air, water, and noise pollution, and accommodation of traffic impacts?
- Human Activity/How well does the proposal enhance interaction among people, a sense of vitality in the streets, the comfort and pleasantness of moving through the city, the interrelatedness of activity centers - working and shopping, tourism and culture, - the sense that our daily lives are related to the history of the city and the aspirations of its citizens?

A. Urban Form and Buildings

The guidelines aim toward a city of comfortable streets, public spaces, and buildings that enhance the environment, reinforce the sense of human scale, relate to the character of Boston's architectural heritage, and raise the aspirations of citizens and visitors.

- Maximum building height is included in the District Guidelines. The maximum allowable height of any building element visible from public streets in Boston is restricted to 300 feet above average street-level adjacent to the project.
- Reinforce the pattern of blocks with street-walls at the property line, and enliven the street-level with shop fronts and other elements that encourage human activity.
- The maximum street-wall height is the predominant height of existing street-walls within one block of the project in any direction, and may not exceed 155 feet.
- Set back any building element greater in height than the street-wall so that it does not exceed in height a line drawn at 60° from horizontal at the top of the street-wall.
- Prohibit the transfer of any public space (street, alley, square) to private control (in order to encourage development at moderate scale).
- Shape the skyline to reinforce the traditional form of cities - low at the edges, higher in the middle.
- Provide a transition in building height between the old Boston of the late 19th c. and the Boston of the 1960-70's.
- Divide large masses into vertical elements that relate to the scale of Boston's older downtown buildings.
- Design building massing to provide new vistas and enhance existing vistas of landmarks, the harbor, and significant features.
- Defer to all landmarks and enhance all landmark districts.
- Avoid ostentatious display of idiosyncraftic, personal, and expressionistic forms.

B. Character and Human Scale

- Enhance the sense of continuity with the past in the design of new building.

- Reinforce the local character of the districts through use of traditional materials - brick and natural stone granite, marble, limestone. Facade materials of new development should be consistent with those which predominate in the area. In the low-scale historic neighborhoods and warehouse districts red brick and granite are traditional. In commercial districts light colored materials, especially granite, limestone glazed terracotta, and marble are historically and aesthetically appropriate.

- Emphasize the human scale through sensitive detailing and rich modeling of exterior surfaces and interior public spaces.

- Provide building facades that acknowledge the passerby and those who use the building, with entries and shopfronts specially treated, and distinguishable windows identifying floor levels and the presence of people. Relate to older buildings with inset windows of similar size and proportions. Organize facades with top, middle, and bottom like Boston's older buildings.

- Create rooflines that provide a gentle and sculptural transition to the sky.

- Use cornices, belt corses, and variations in color and material to create horizontal divisions that relate to adjacent and neighboring buildings.

- Articulate and emphasize entries, through-block passages, and other public-oriented building elements.

- Provide lobbies, atriums, and courtyards that encourage public use and enjoyment.

- Include works of fine art in all indoor and outdoor public spaces.

- Enhance the particular characteristics of each sub-area - Commercial Palaces, Broad Street, Post Office Square - with sympathetic acknowledgement of the architectural heritage.

- Utilize textures and color reminiscent of traditional buildings in the district - bold rustication and grand scale at the base, smoother surfaces, smaller window openings nearer the top of the street wall.

C. The Public Domain

The design of the public domain is of special concern and is an integral part of project design. The Guidelines are intended to achieve public streets and public spaces that are legible, active, safe, and comfortable, and accessible to all.

- Enhance and extend the network of public streets, alleys, passageways, and squares as the primary public space resource.

- Provide varied spaces to enhance THE MICROCLIMATE DURING THE CHANGING SEASONS
- Provide clear definition of the boundaries of public space to create a sense of comfortable, habitable outdoor rooms.

- Avoid open space as "settings" for buildings, and left-over, unprogrammed spaces between buildings and their property lines.

- Provide a variety of public spaces both indoors and out, that offer sunlight and shade, protection from wind and exposure to breeze, hard surfaces and softer green space. Preserve and enhance all parks.

- Include amenities - seating, food service, toilets, performance places.

- Insure direct visual connection to street activity for safety and vitality.

- Provide barrier-free access to all public spaces.

- Strictly limit park-frontage development to guarantee sunlight, daylight, and protection from adverse wind impacts. Protect existing sunlit public open spaces. At least 90% of new public open space sites should receive at least four hours of mid-day sunlight between the spring and fall equinoxes. Mitigate negative wind impacts affecting public spaces.

- Provide works of fine art and special features - fountains, gazebos, pergolas - in all lobbies, courtyards, parks, and squares.

- Control the proliferation of signs, traffic-control devices, and other unsightly elements.

- Connect the public spaces to one another and avoid isolated open spaces.

- Utilize paving materials, lighting fixtures and street furniture of high quality. Provide overall minimum average level of not less than 2 horizontal foot candles (lumens per foot). Maintain this level of light throughout the hours of darkness. Provide one or more electrical outlets furnishing a total of 1,200 watts of power for every 4,000 sq.ft. of fraction thereof of urban open space. Provide sufficient comfortable seating in a variety of types, including

benches with backs, movable charis and tables, comfortable planter edges, stair steps and walls. A general rule of thumb is one linear foot of seating for every thirty square feet of urban open space.

- Provide a wide variety of indigenous and adopted plant materials (beware the coming honey-locust and little-leaf Linden blight and plant cork trees, golden chain trees, tulip trees, redbuds, and ginkos, and replace American elms and chestnuts). At least one tree of 3.5 inches caliper or more shall be planted for each 25 feet of the entire street frontage of the zoning lot. They shall be planted with gratings flush to grade in at least 200 cubic feet of soil per tree, with a depth of soil at least 3 feet 6 inches. Trees within an urban open space: For an urban plaza 1,500 square feet or more in area, 4 trees are required. For an urban plaza 5,000 square feet or more in area, 6 trees are required. For an urban plaza 12,000 square feet or more in area, 1 tree is required for every 2,000 square feet, or fraction thereof, of urban plaza area. Where trees are planted within an urban open space, they shall measure at least 3.5 inches in caliper at the time of planting. They shall be planted in at least 200 cubic feet of soil with a depth of soil of at least 3 feet 6 inches and be planted either with gratings flush to grade, or in a planting bed with a continuous area of at least 75 square feet exclusive of bounding wall, and at a maximum spacing of 25 feet apart.

- When planting beds are provided, they shall have a soil depth of at least 2 feet for grass or other ground cover, and 3 feet for shrubs.

- Provide proper and adequate maintenance for plant materials. The following services are necessary: watering, weeding, mowing, mulching, and fertilization. Provide maintenance plans and agreements during the design phase of open space planning. Maintenance will include, in addition to the Plant Materials Maintenance, the following services: sweeping, planting, sanding, cleaning, raking, and trash removal.

D. Circulation

The flow of pedestrians and vehicles downtown should be pleasant and easy, enhancing the sense of orientation by providing vistas and clear information, avoiding conflicts between people and cars by directing traffic to improved peripheral streets and enhancing the streets downtown primarily for pedestrians, and reinforcing the life of the city by providing active uses at the street edges and restricting vehicular access and service from the busy pedestrain areas.

1. Pedestrians

- Establish pedestrian priority by widening sidewalks, creating corner neck-downs and limiting vehicular access.
- Provide arcades, colonnades, canopies and other architectural elements that enhance the streetscape and provide comfort for pedestrians.
- Emphasize the network (interrelatedness) of indoor and outdoor pedestrianways.
- Preserve all streets, lanes, and alleys and improve them primarily for pedestrian use. These elements enhance the convenience and pleasure of walking through the city and are also important as a means of controlling the scale of development and maintaining district character.
- Provide through-block passageways and lobbies that connect all sidewalks around the project.
- Design cross-walks of special paving materials to indicate pedestrian priority.
- Design curb-cuts that provide clear continuity of the sidewalk materials at sidewalk elevation.
- Provide pedestrian paths along desire lines that connect origins and destinations.

2. Vehicles

- Restrict access to buildings to streets and alleys with the least pedestrian flow.
- Provide parking only for residential and hotel use.
- Enforce the limitation on new parking space.
- Enforce off-street servicing regulations.
- Locate all vehicle storage below grade.

- Provide pedestrian-activated walk signals at all major intersections.

- Prohibit vehicular egress across sidewalks, use alleys instead.

3. Transit

- Integrate subway stations into new development.

- Provide weather-protected passages between stations and major destinations.

- Provide retail uses at sub-grade station levels.

- Complement MBTA fine arts programs with fine art at station entrances.

E. Activity

- Provide a mix of uses within each project appropriate to the district.
- Discourage parking, warehousing and similar uses that invite congestion and conflict between pedestrians and vehicles.
- Provide active retail edges along the sidewalks.
- Enhance the network of public spaces and include rooftop spaces for leisure time and cultural activity.

F. Environment

- Guarantee sunlight in at least 50% of all parks and squares in every season during the hours between 11 AM and 2 PM.
- Insure a view of 80% of the sky above an angle of 60° from all public streets and sidewalks.
- Prohibit development that induces wind gust velocities in excess of 30 M.P.H. more than 1% of the time.
- Encourage the use of energy-efficient fuel-saving building systems in all developments.

Public Space Network

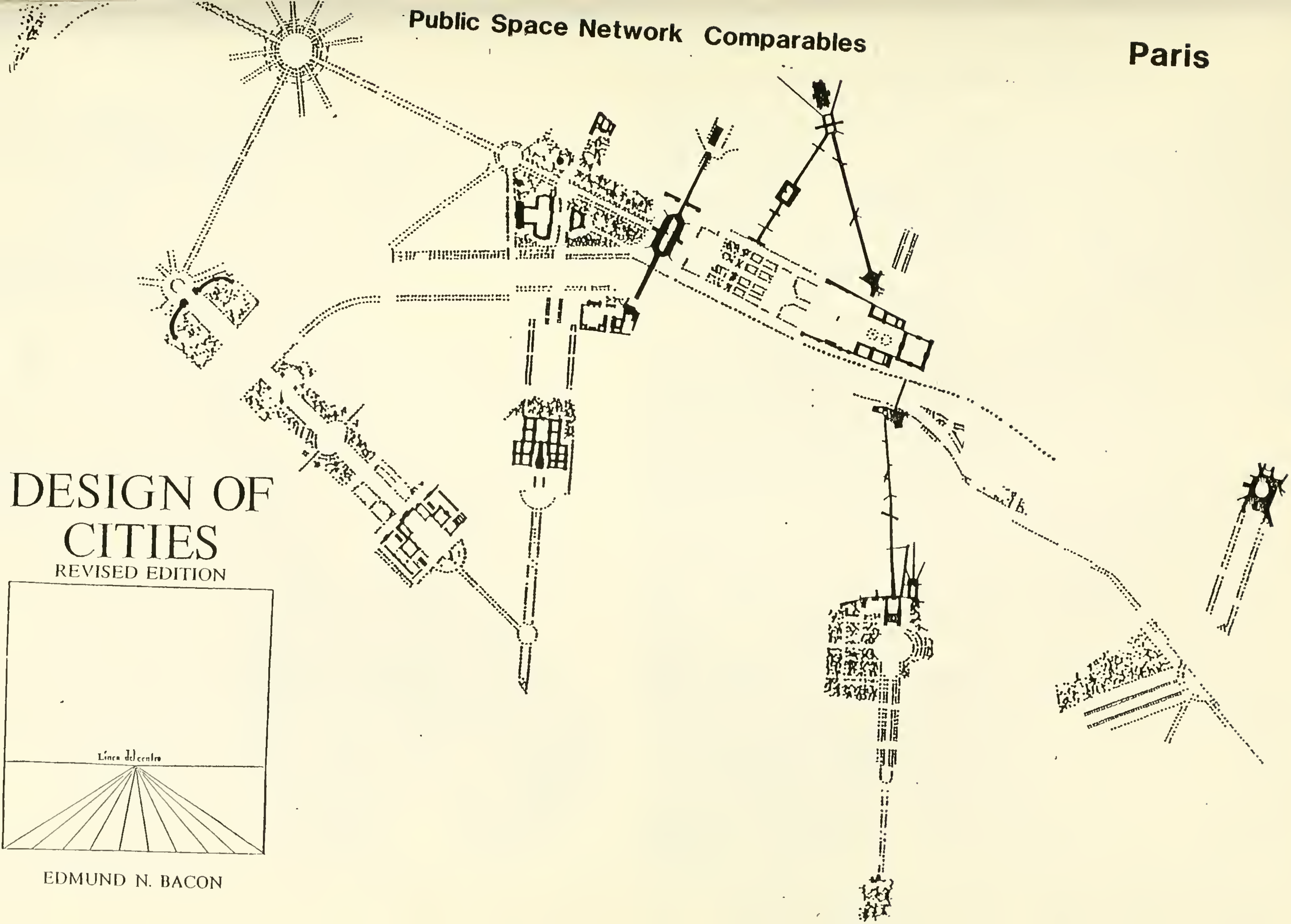
A large complex city is tied together as an organized whole through its system of entryways, major streets, parks, city squares, and landmark buildings. This public space network, sometimes called the city's design structure, influences the quality of experiencing the city and its smooth functioning. The network enables people to perceive the city as a whole and how the parts interrelate. Being both the skeleton which supports and the circulations system which connects the various organs and muscles - activity centers and districts - it is vital to the city.

In his book, Design of Cities, Edmund Bacon analyzes the design structure of several great European cities. The "connecting and life-giving boulevards of Haussmann" dramatically integrate the palaces, places, and monuments of Paris. John Nash's meandering Regent's Street in London creates a grand link between Regent's Park and Buckingham Palace with parks, circles, and squares at important crossings. In Rome, the design vision of Pope Sixtus V which unified the city through visual connections between churches, public buildings, obelisks, and fountains guided the growth of the city over the centuries as new development created streets down the sight lines and squares around the monuments.

These urban design plans provide ideas and inspiration for the creation of a public space network for Boston which draws together key points within the city.

Public Space Network Comparables

Paris

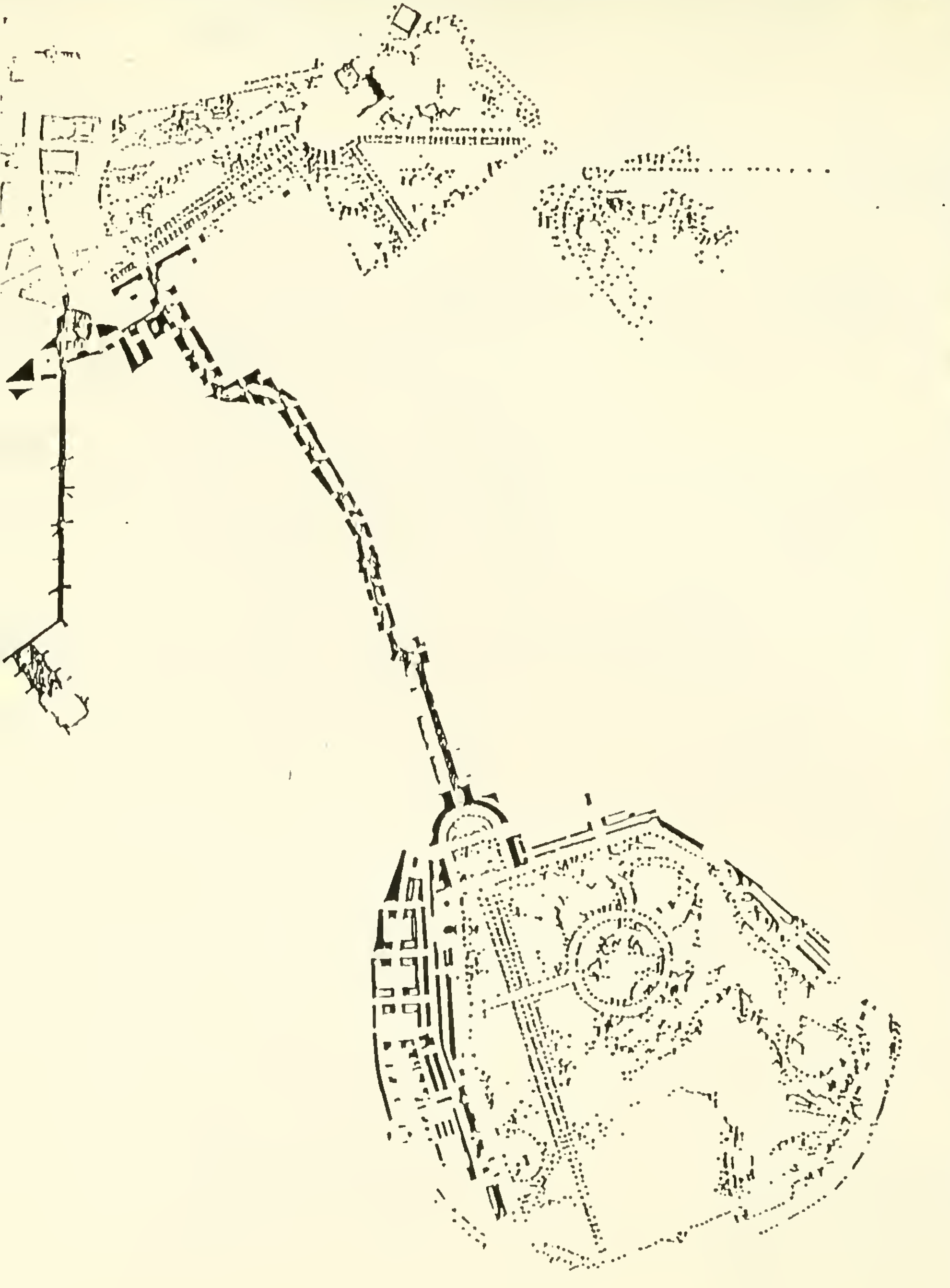


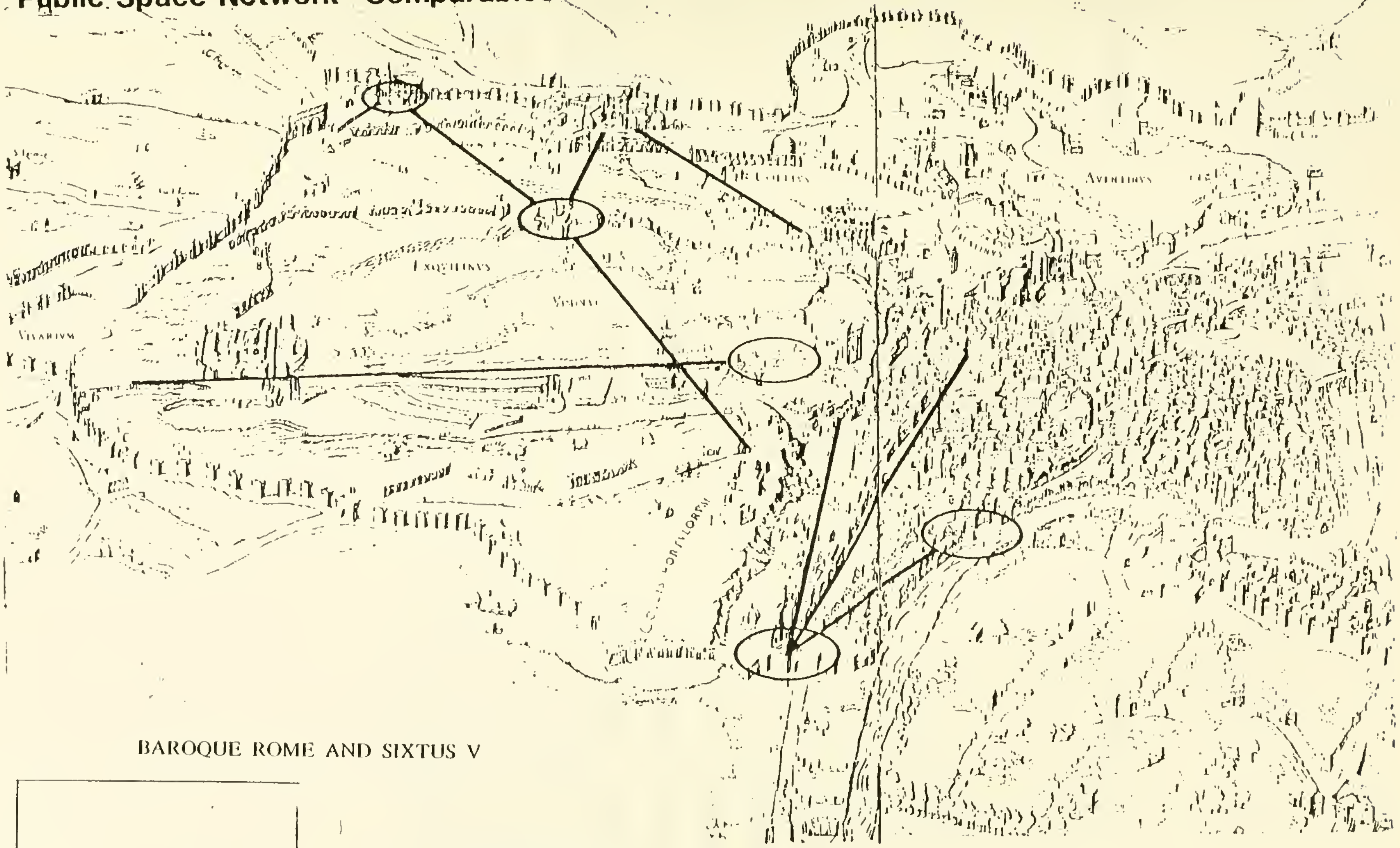
DESIGN OF CITIES

REVISED EDITION

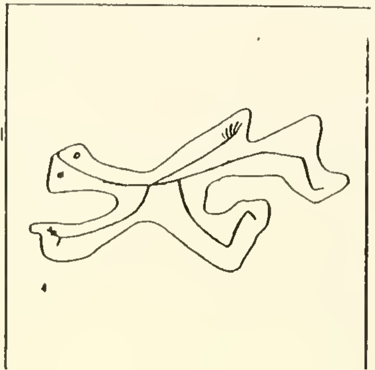
EDMUND N. BACON

Public Space Network Comparables London





BAROQUE ROME AND SIXTUS V



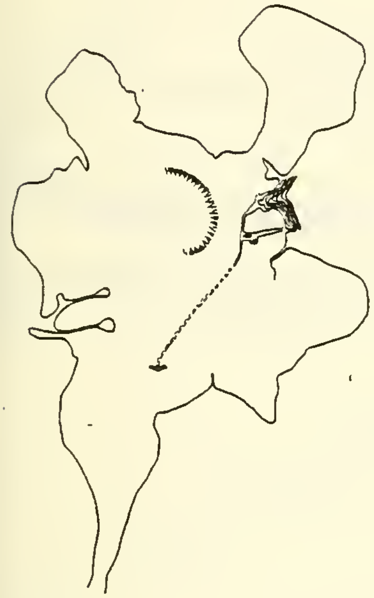
OUTREACH

In 1585 Pope Sixtus V introduced a new design dimension into Italian thought by his plans for Rome. These burst the bounds of any clearly defined building project and utilized the entire city of Rome as the design field. While the thrusts and counterthrusts of his movement systems extended over great distances, they always reached out to definite objects, and finally came to rest at some terminal point, such as a church, a gate, or a square

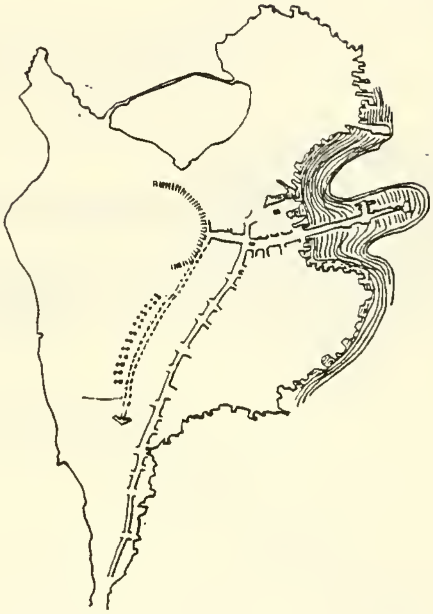
Copley Square, the State House setting above the Common, City Hall, Faneuil Hall Marketplace, and North and South Stations are existing features which need to be connected. Opportunities to formalize squares at the Prudential Center entry and Post Office Square, to recreate them at Bowdoin Square, Haymarket Square, and Dewey Square, and to the improvement of existing streets to connect them will add to an integrated public space network.

The plan uses three spines or grand avenues as the major structural elements which complement the base of the inner common and perimeter harbor park. From the Fens and Longfellow Bridge to Tremont Street along the Common, Boylston Street and Cambridge Street respectively create an inner grand avenue. A link along Congress Street between North and South Stations establishes a second spine while the surface artery above the proposed tunnel will create the third. Along these, a series of city squares will serve as reference points at which public activity will become focused. Lateral connections from Staniford around to Essex Street and the entryway avenues such as Huntington Avenue and Washington Street are important structural elements as well. The historic route along Washington Street, through Faneuil Hall Marketplace to the waterfront will be augmented as a major pedestrian spine.

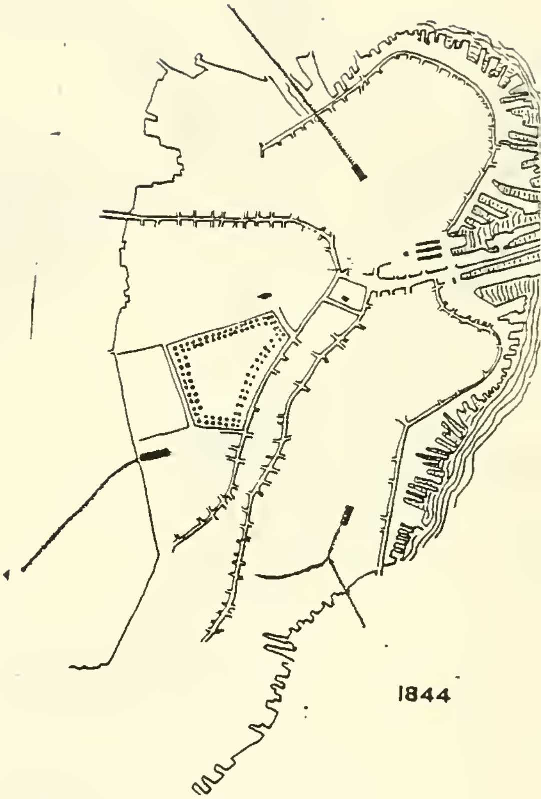
Public Space Network Historic Development



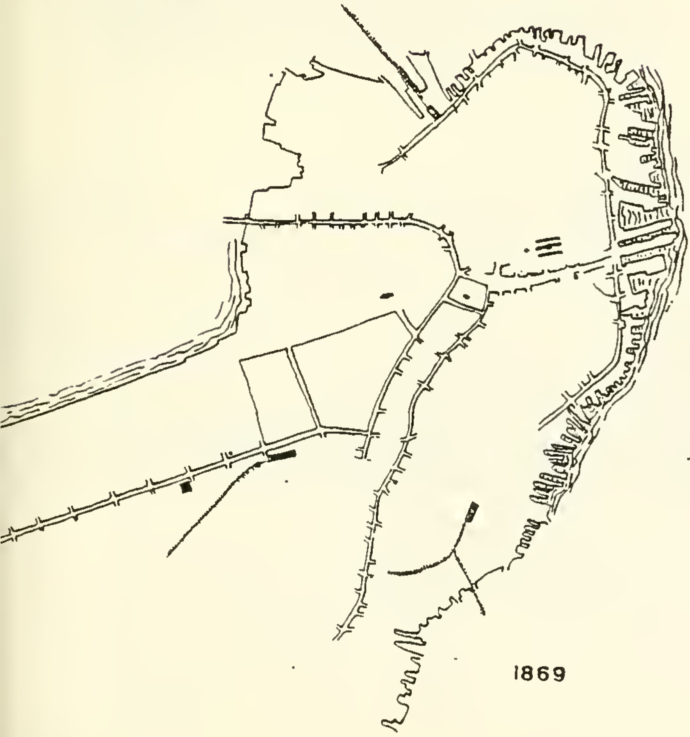
1640



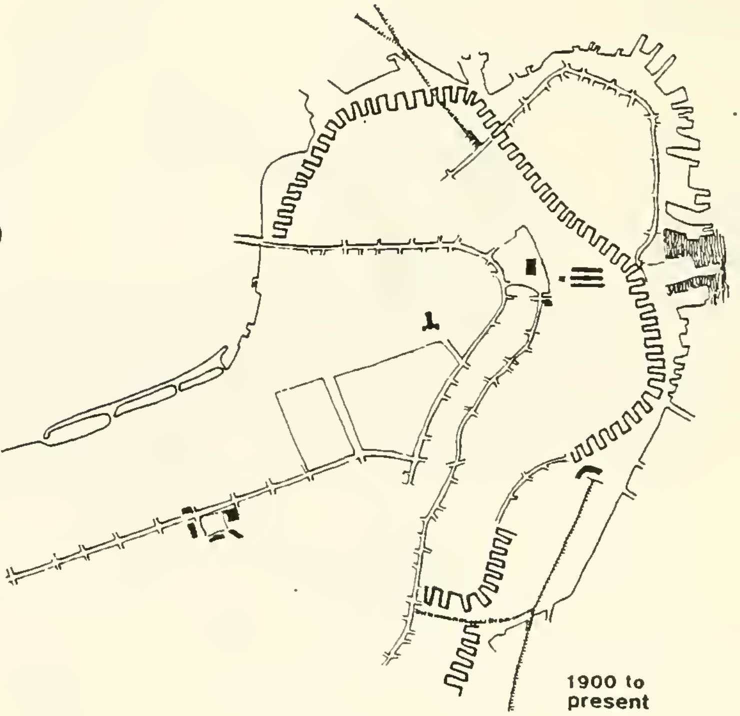
1769



1844

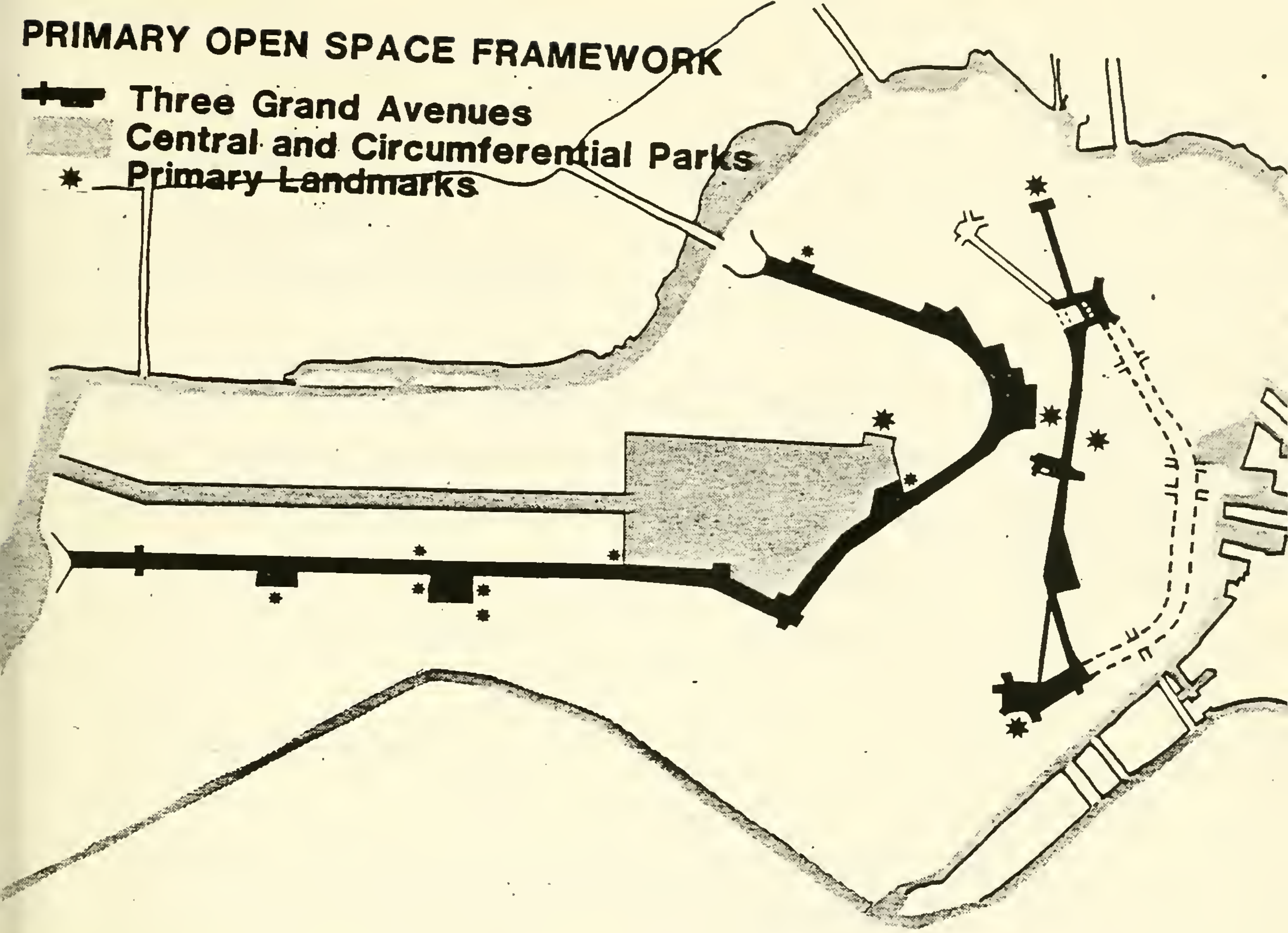


1869

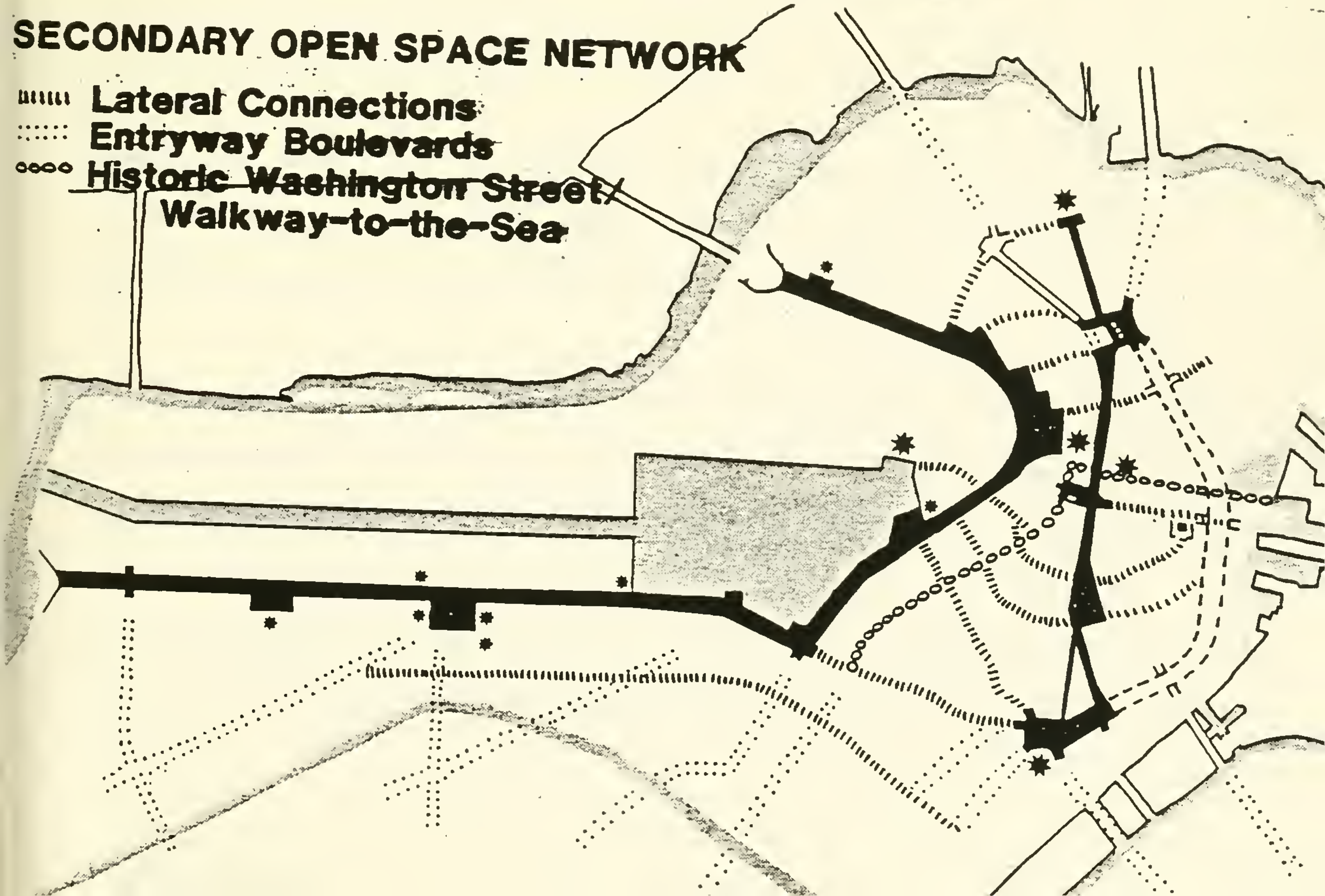


1900 to
present

PRIMARY OPEN SPACE FRAMEWORK



SECONDARY OPEN SPACE NETWORK



Downtown Plan

Open Space Network

Grand Avenues and City Squares

The grand avenues give organization and structure to the city in people's minds. Although people seldom would walk the entire length, they would use and understand segments as part of the hierarchy of ways within the city. These avenues should be grand but humane in scale and character, being beautiful and active unifying spines for the downtown.

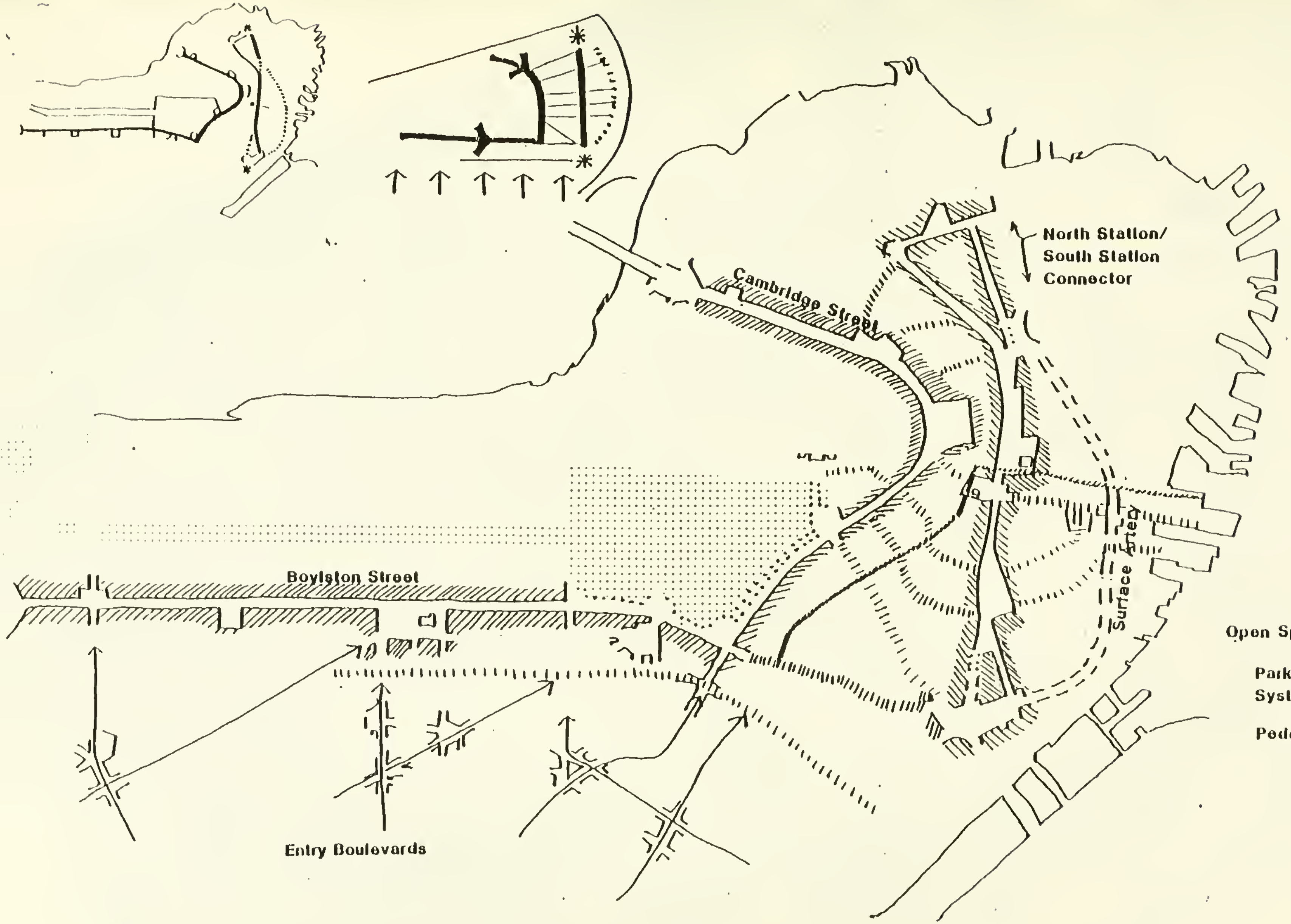
Trio of Grand Avenues

1) Boylston Street/Tremont Street/Cambridge Street
2) North-South Station Connector along Congress Street
3) Future surface artery

Design and activity should establish them as major organizing elements. Streetscaping and continuous, highly active building edges will connect important buildings, special features, and city squares.

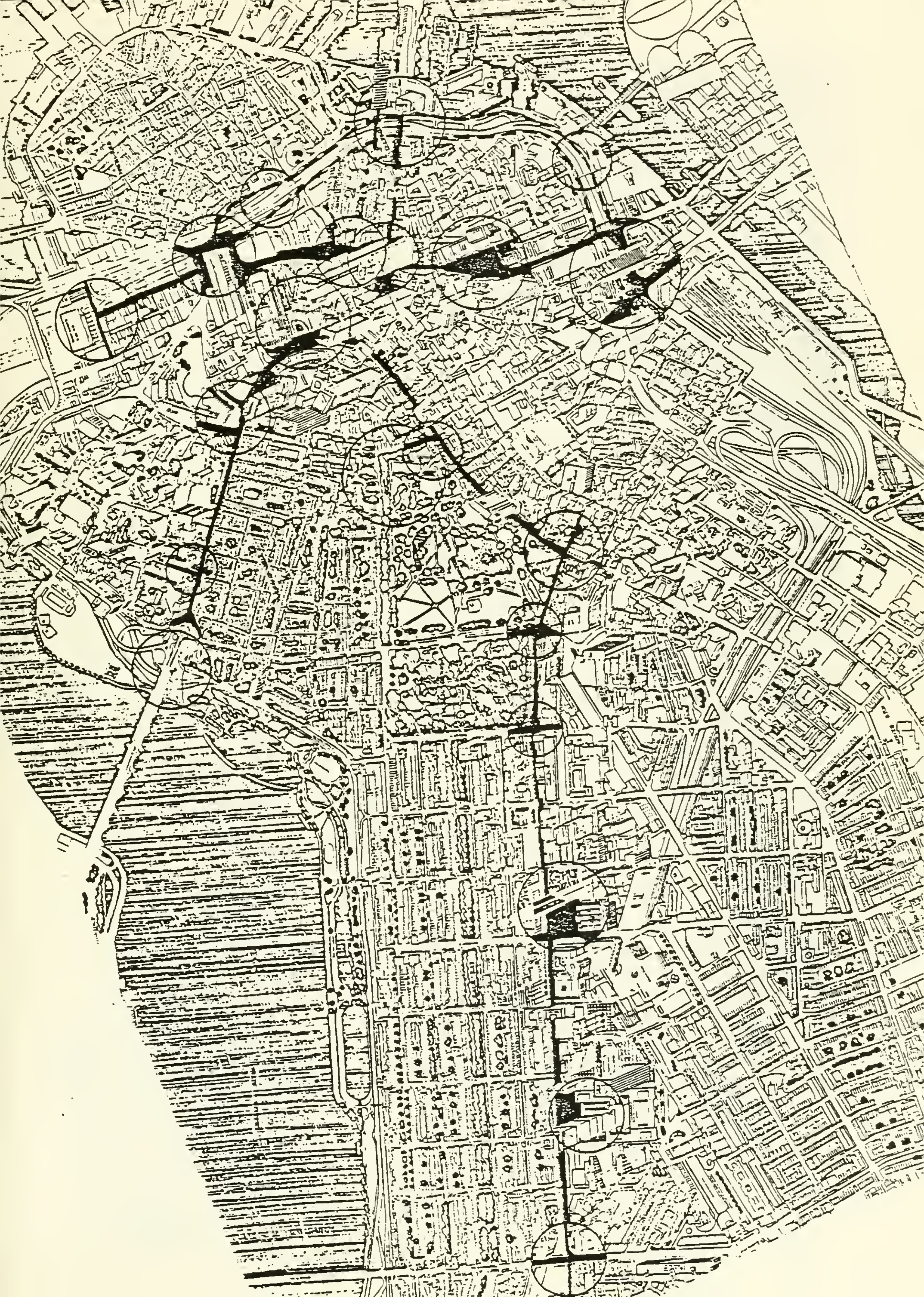
New construction along connections should enhance the sense of grand avenue through building massing, facade design, use, and sidewalk improvements. At city squares, new construction should help contain and enliven the space. New buildings should relate across the space to other buildings. Low building additions and greenhouse structures with pocketparks can add active use and street walls where setback bank and office buildings leave inactive plazas.

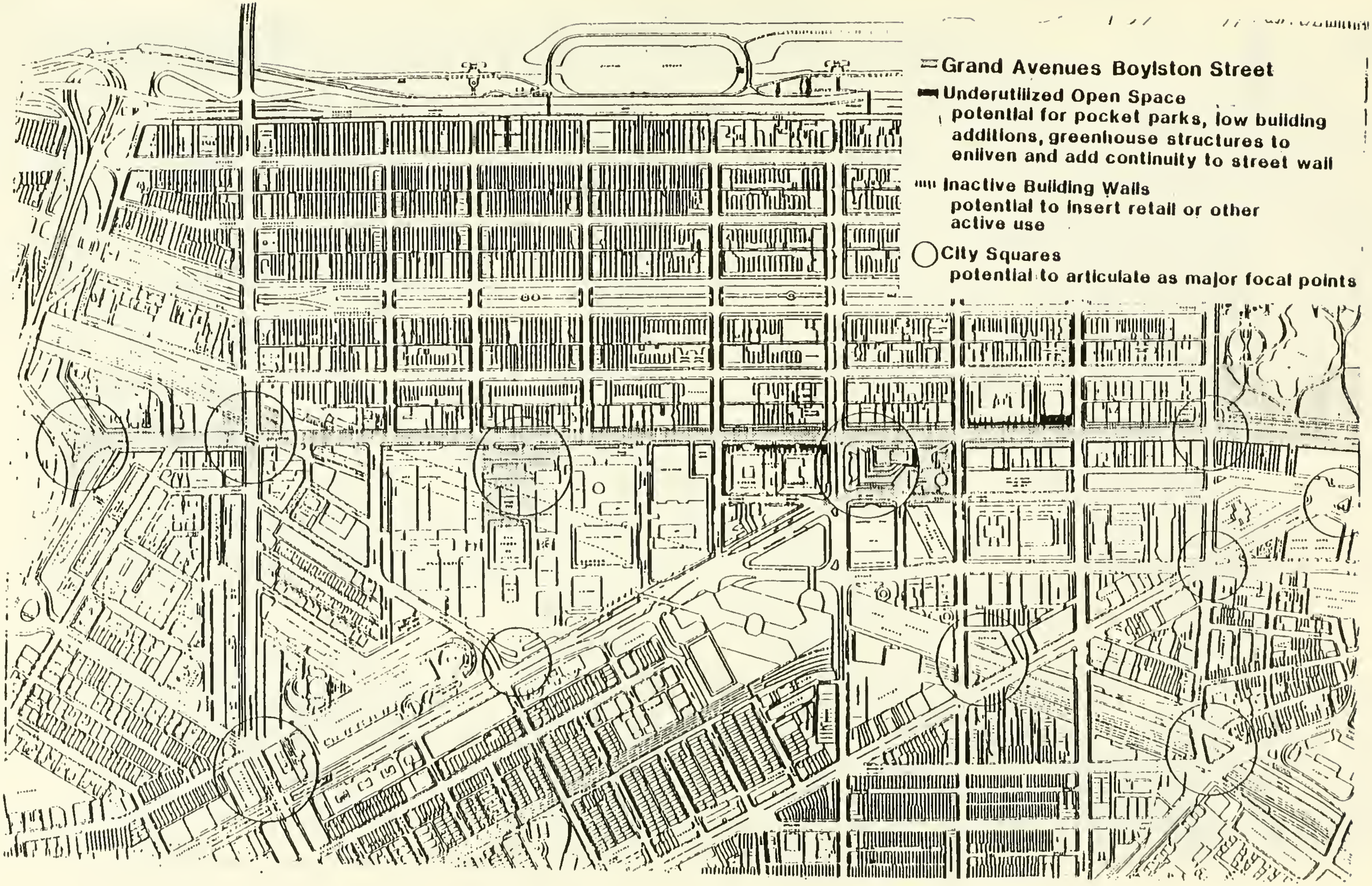
Streetscape structures such as fountains, monuments, statues, and sculpture can create gateways and pivot points. Lighting can create special effects to emphasize spaces and landmarks. Rows of trees and lampposts can demark the line of the street or square. The preservation, accentuation, and creation of views and the visual sequence along the avenues is also important.

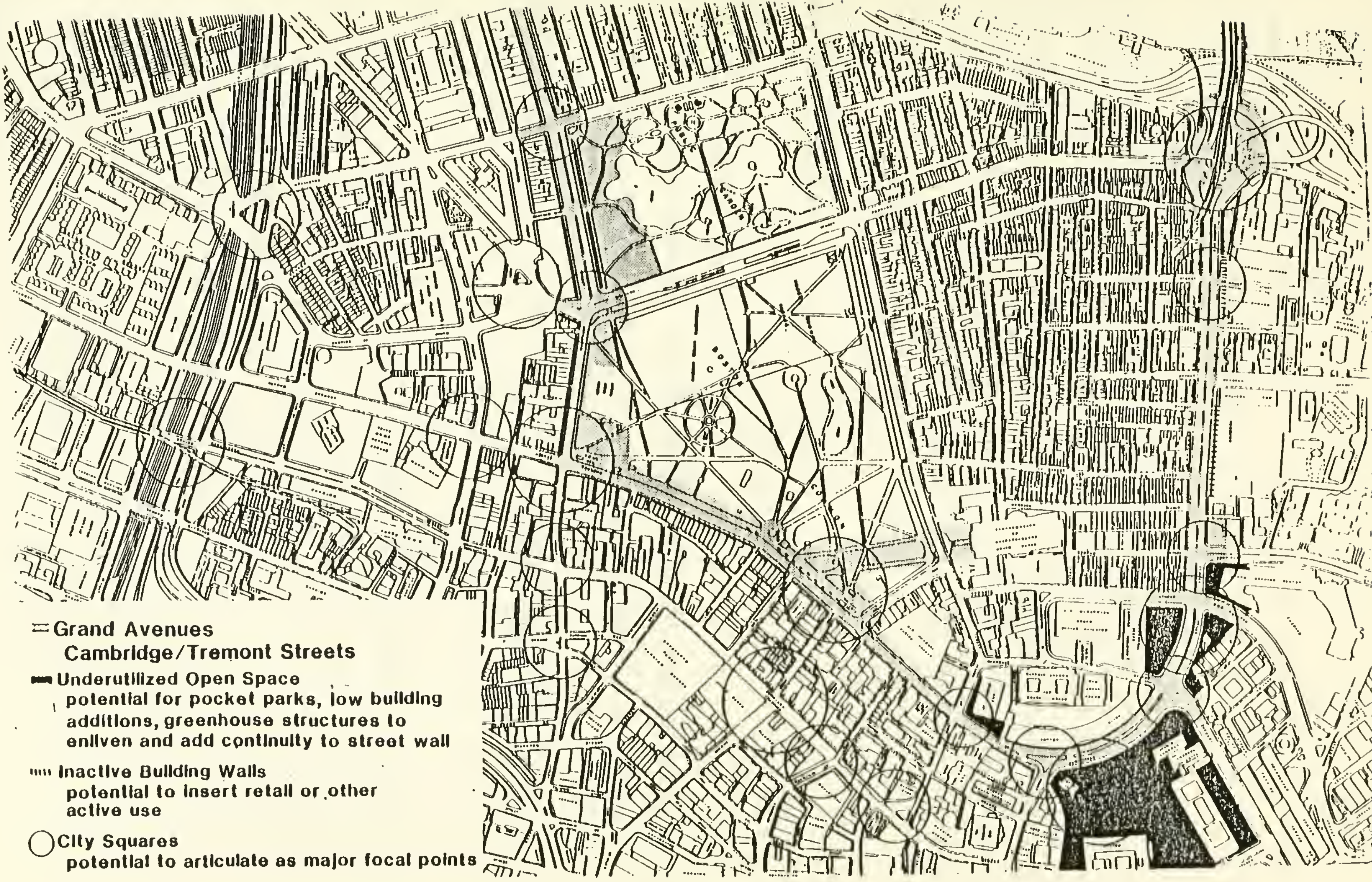


Open Space Network Objectives

Park Improvements
System of Grand Avenues Boulevards
and City Squares
Pedestrian Connections




Grand Avenues Boylston Street
Underutilized Open Space
potential for pocket parks, low building additions, greenhouse structures to enliven and add continuity to street wall
Inactive Building Walls
potential to insert retail or other active use
City Squares
potential to articulate as major focal points


Grand Avenues
Cambridge/Tremont Streets
Underutilized Open Space
potential for pocket parks, low building additions, greenhouse structures to enliven and add continuity to street wall
Inactive Building Walls
potential to insert retail or other active use
City Squares
potential to articulate as major focal points

City Squares - Urban Design Issues

The city squares along the grand avenues help to organize and focus activity. Being places where major routes converge, they are points of orientation and decision when moving through the downtown. Transit stations and significant community activities tend to be located there. The sense of contained space created by surrounding structures augments a square's importance and strength within the urban fabric.

Boylston/Tremont/Cambridge Street Spine

1) Boylston Street at the Fens
   Resolution of terminus for Boylston Street, link to Emerald Necklace, and gateway to downtown, preservation of existing scale and character.

2) Boylston Street/Massachusetts Avenue Intersection-Charles Newcomb Square.

   Definition of major nodal point, develop as intensive activity point taking advantage of T Station and air rights parcels to draw activity to upper Boylston Street. Design guidelines should preserve existing buildings on south side, add cultural facilities to augment Berklee School of Music and to establish this location as a cultural node, preserve the view to the BAC mural through park development and building massing. The air rights parcels can be developed for office and housing with some height to accentuate the location and serve as a landmark both within the City

and from the turnpike. Being on the north side of the street there will be less shadow impacts, however shadows and views at Newbury Street should be carefully considered. New buildings should be sited to create a contained space which defines the square.

3) Hynes Auditorium Entrance

4) Prudential Center entry - redevelopment proposed
Establish new street wall but maintain axis to tower; design guidelines should consider how these new buildings and those on the northside of Boylston Street form the square.

5) Copley Square - T Station
Improvements are planned to the park. Design controls should be developed for buildings which create the north side of the square.

6) Arlington Street intersection, T Station, Public Garden

7) Charles Street Intersection
The turn to Park Square/Theater District and the axis of the path across Common need to be defined.

8) Tremont Street intersection
This is the pivot point for the downtown. The importance of the "hinge" block re: defining this point needs to be addressed. The

underutilized T Station and corner of Common at Theater District need attention.

9) Reestablishment of Lafayette Mall, double line of trees along the Common first established in the 1700's.

10) Park Street T Station, existing major activity point and link to Downtown Crossing - minor improvements to upgrade.

11) Beacon/School Street Intersection
Add greenhouse structure to activate street and continue street line on Tremont Street, maintain view down Beacon Street to King's Chapel.

12) City Hall Plaza
Study ways to enliven without losing grand assembly space.

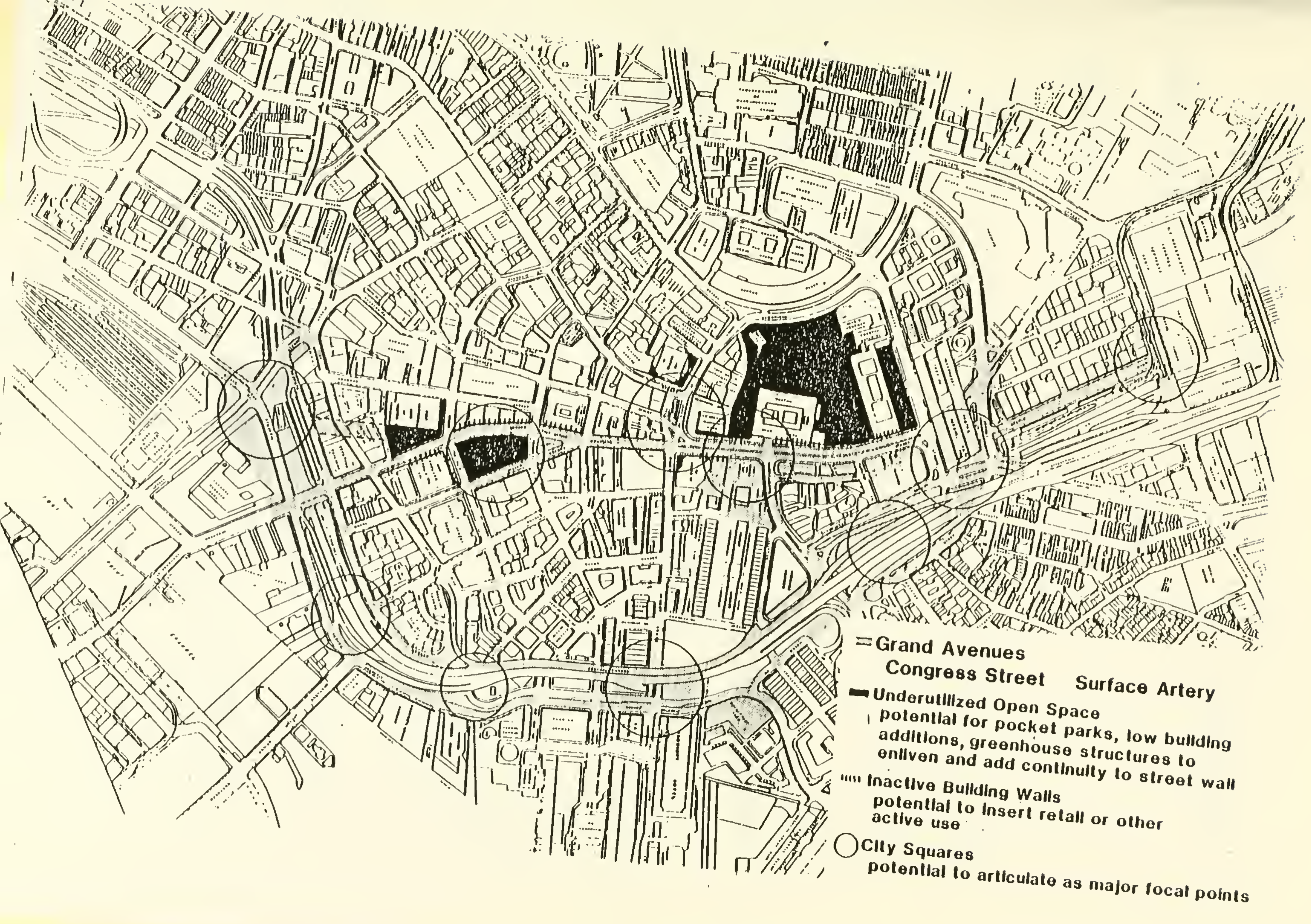
13) Sudbury Street Intersection

14) Bowdoin Square T Station
Recreate activity and containment of hte former square.

15) Entry to shopping center

16) Entry to Mass. General

17) George Washington Circle, T Station and elevated, Longfellow Bridge


Grand Avenues
Congress Street
Surface Artery
Underutilized Open Space
potential for pocket parks, low building additions, greenhouse structures to enliven and add continuity to street wall
Inactive Building Walls
potential to insert retail or other active use
City Squares
potential to articulate as major focal points

NORTH-SOUTH STATION CONNECTOR ALONG CONGRESS STREET

Urban Design Potentials for Further Study:

South Station and Dewey Square Issues

- Consolidation of Dewey Square through new building walls over Central Artery and creation of active public open space with South Station Headhouse as dominant landmark and with pedestrian plaza building over Purchase Street.
- Pedestrian links from Dewey Square through development parcel and 101 Federal, along First National Bank plaza with added retail at base and in greenhouse structure to Post Office Square.
- Add park with activity-generating small structure to create major open space and focal point in Post Office Square. Protect sunlight, scale, and streetwall of surrounding buildings.
- Recreate sense of historic central square at the head of State Street with the Old State House. Views from this highpoint should affect the design of other parts of the spine including protection of the view to Bunker Hill Monument, and improvement of the views to Haymarket Square, south along Congress Street, and down State Street.
- Add pedestrian level activity along Congress Street by adding greenhouse structures and opening up garage walls.
- Create "Spanish Steps" effect by slicing back City Hall garage ceiling space. Develop pedestrian bridge which is minimal in bulk and is part of view from top of Congress Street.

- Strengthen Dock Square as a major node. Improve City Hall entrance.
- Recreate Haymarket Square through building walls and activity of redeveloped garage and new buildings on Parcel 7, depressed artery, and at base of Bulfinch Triangle.
- Develop special space and entryway for North Station at the head of Canal Street.

Surface Artery spine atop future depressed artery

1) Role in recreation of Haymarket Square; entry into city out of tunnel from the North.

2) Reestablishment of Hanover Street Crossing

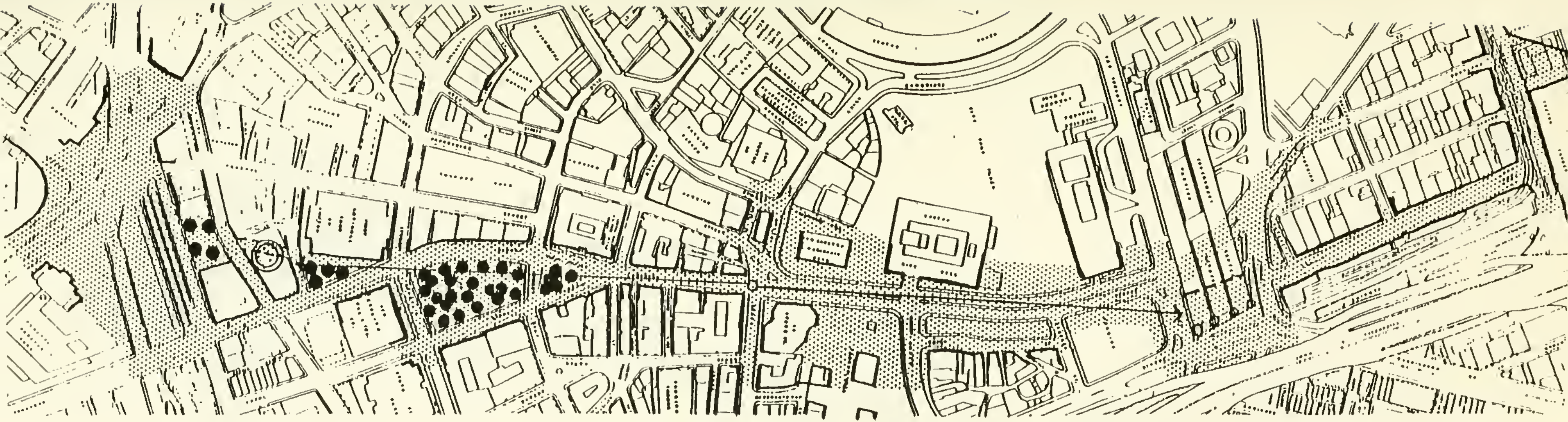
3) Walk-to-the-sea crossing

4) State Street crossing

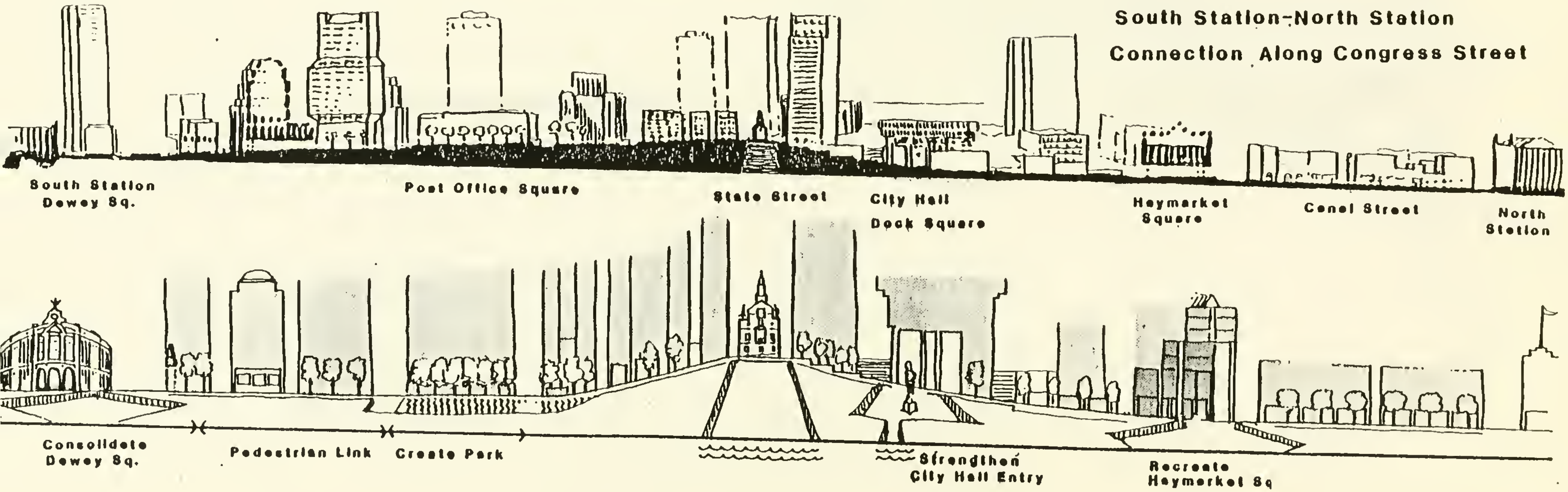
5) New Northern Avenue intersection

6) Role in recreation of Dewey Square

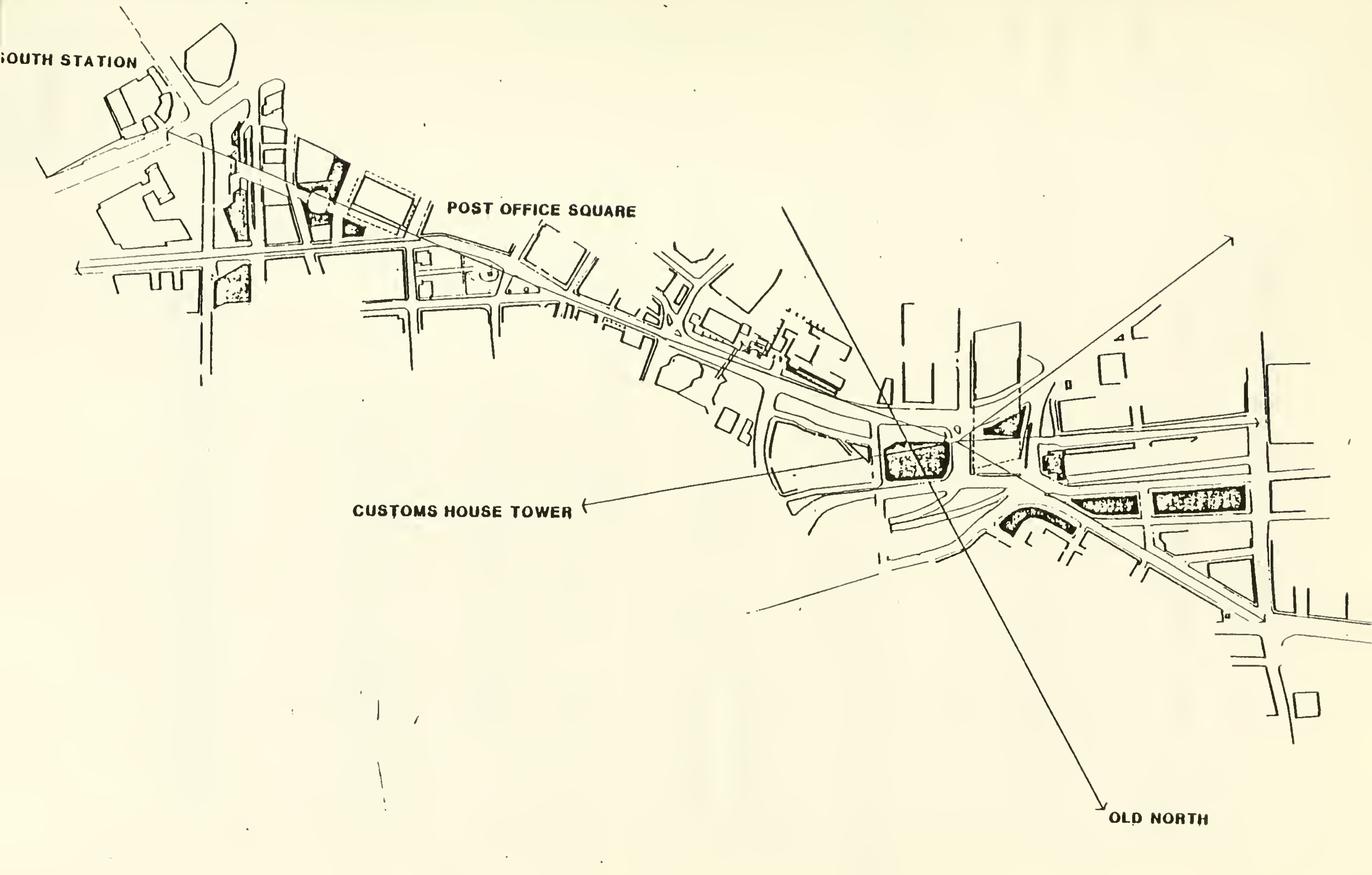
7) Two nodal points at entry/exit to Central Artery at intersection with Kneeland Street.



South Station-North Station Connection Along Congress Street



NORTH-SOUTH STATION CONNECTOR ALONG CONGRESS STREET



DOWNTOWN OPEN SPACE GUIDELINES

"...there must be open spaces that provide a fitting stage for the drama of daily life."[1]

Preserve and enhance existing open space. Create additional open spaces connected by pedestrian networks.

OPEN SPACE:

Objective: Provide parks, plazas, squares, interior gardens, mini parks and passageways where desirable and appropriate.

In order to provide for the safety, comfort and enjoyment of the public, the following should be provided in open spaces:

- Access, Visual and Physical

  Guideline: Provide clear views into, around and out of sites and with no more than a three foot difference above or below level.

  Provide barrier-free access and reinforce existing or desirable pedestrian connections.

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1. August Heckscher - "Open Spaces" in Cities: the forces that shape them. Ed. by Lisa Taylor. Cooper-Hewitt Museum, N.Y. 1982 p.16.

- Lighting

Guideline: Provide overall minimum average level of not less than 2 horizontal foot candles (lumens per foot). Maintain this level of light throughout the hours of darkness. Provide one or more electrical outlets furnishing a total of 1,200 watts of power for every 4,000 sq.ft. or fraction thereof of urban open space.

- Sunlight

Guideline: Protect existing sunlit public open spaces. At least 90% of new public open space sites should receive at least four hours of mid-day sunlight between the spring and fall equinoxes.

- Wind Protection

Guideline: Design new open space to minimize negative wind impacts.

Guideline: Improve plazas when wind conditions are negative by means of greenhouse structures, plant materials and/or other windbreak mechanisms.

- Seating

  Wm. H. Whyte, after considerable research, concluded that, "People tend to sit most where there are places to sit".[2]

  Guideline: Provide sufficient comfortable seating in a variety of types; including benches with backs, movable chairs and tables, comfortable planter edges, stair steps and walls. A general rule of thumb is one linear foot of seating for every thirty square feet of urban open space.

- Plant Materials

  Guideline: Provide as many durable, hardy trees, shrubs, ground cover and seasonal flowers as possible.

- Planting and Trees

  Guideline: At least one tree of 3.5 inches caliper or more shall be planted for each 25 feet of the entire street frontage of the zoning lot. They shall be planted with gratings flush to grade in at least 200 cubic feet of soil per tree, with a depth of soil at least 3 feet 6 inches.

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[2] Wm. H. Whyte - The Social Life of Small Urban Spaces, The Conservation Foundation, Washington, D.C., 1980, p.28.

Trees within an urban open space: For an urban plaza 1,500 square feet or more in area, 4 trees are required. For an urban plaza 5,000 square feet or more in area, 6 trees are required. For an urban plaza 12,000 square feet or more in area, 1 tree is required for every 2,000 square feet, or fraction thereof, of urban plaza area. Where trees are planted within an urban open space, they shall measure at least 3.5 inches in caliper at the time of planting. They shall be planted in at least 200 cubic feet of soil with a depth of soil of at least 3 feet 6 inches and be planted either with gratings flush to grade, or in a planting bed with a continuous area of at least 75 square feet exclusive of bounding wall, and at a maximum spacing of 25 feet apart.

Planting: When planting beds are provided, they shall have a soil depth of at least 2 feet for grass or other ground cover, and 3 feet for shrubs.

Guideline: Provide proper and adequate maintenance for plant materials. The following services are necessary: watering, weeding, mowing, mulching, and fertilization.

- Maintenance Plans

  Guideline: Provide maintenance plans and agreements during the design phase of open space planning.

  Maintenance will include, in addition to the Plant Materials Maintenance, the following services: sweeping, planting, sanding, cleaning, raking, and trash removal.

- Destination Enhancements

  Guideline: Provide, where possible and desirable, special features to stimulate use of the site, particularly food service.

  Provide art work, fountains, vendors, performance areas and programmed performances, architectural features, and public conveniences.

  Provide ice skating facilities to increase wintertime activity and recreation opportunities.

- Signage

  Guideline: Provide appropriate signage to facilitate easy e place identification and ~~[illegible]~~ orientation.

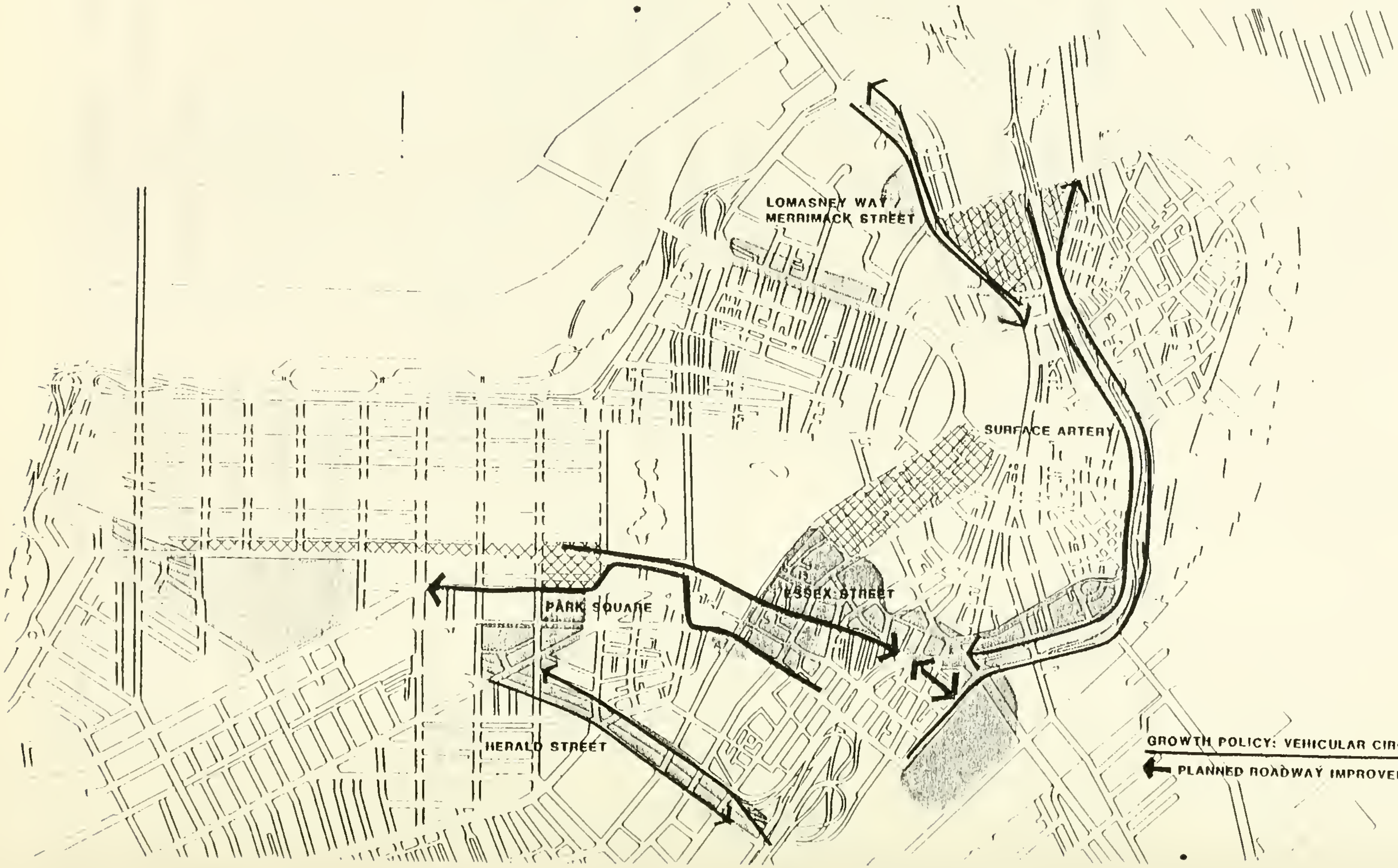
- Information: Provide maps/guides of the existing parks, networks and activities available to the public.

VEHICULAR CIRCULATION

Growth Policy:

Recognizing that additional growth will draw more traffic to the downtown or at least shift traffic to districts currently not experiencing conflicts, improvements must be made to allow vehicular circulation to gain access to the planned growth areas. The following points highlight planned roadway improvements for downtown and how they will impact the targeted growth areas.

- Herald Street Corridor - Berkeley Street is currently heavily used to provide vehicular access to the Back Bay much to the displeasure of the South End residents. Herald Street is being studied as an option to relieve some of the pressure off Berkeley, and as a result provide good vehicular access to potential air-rights development parcels over the turnpike. Thus, the corridor will have good access to both the N-S Expressway and Copley Square entrances to the turnpike.
- Park Street English System - To facilitate the outbound traffic from the theater district and Chinatown; as well as create a pedestrian zone at Park Square, a Kneeland Street to Saint James link is to be created via Boylston Street.
- Essex Street to Atlantic - The Essex Street/Atlantic Avenue/Surface Artery improvements will ease traffic conflicts in Chinatown and Dewey Square, improve inbound traffic on Essex and allow access from Dewey Square into the Essex Street Corridor via Avenue de Lafayette.



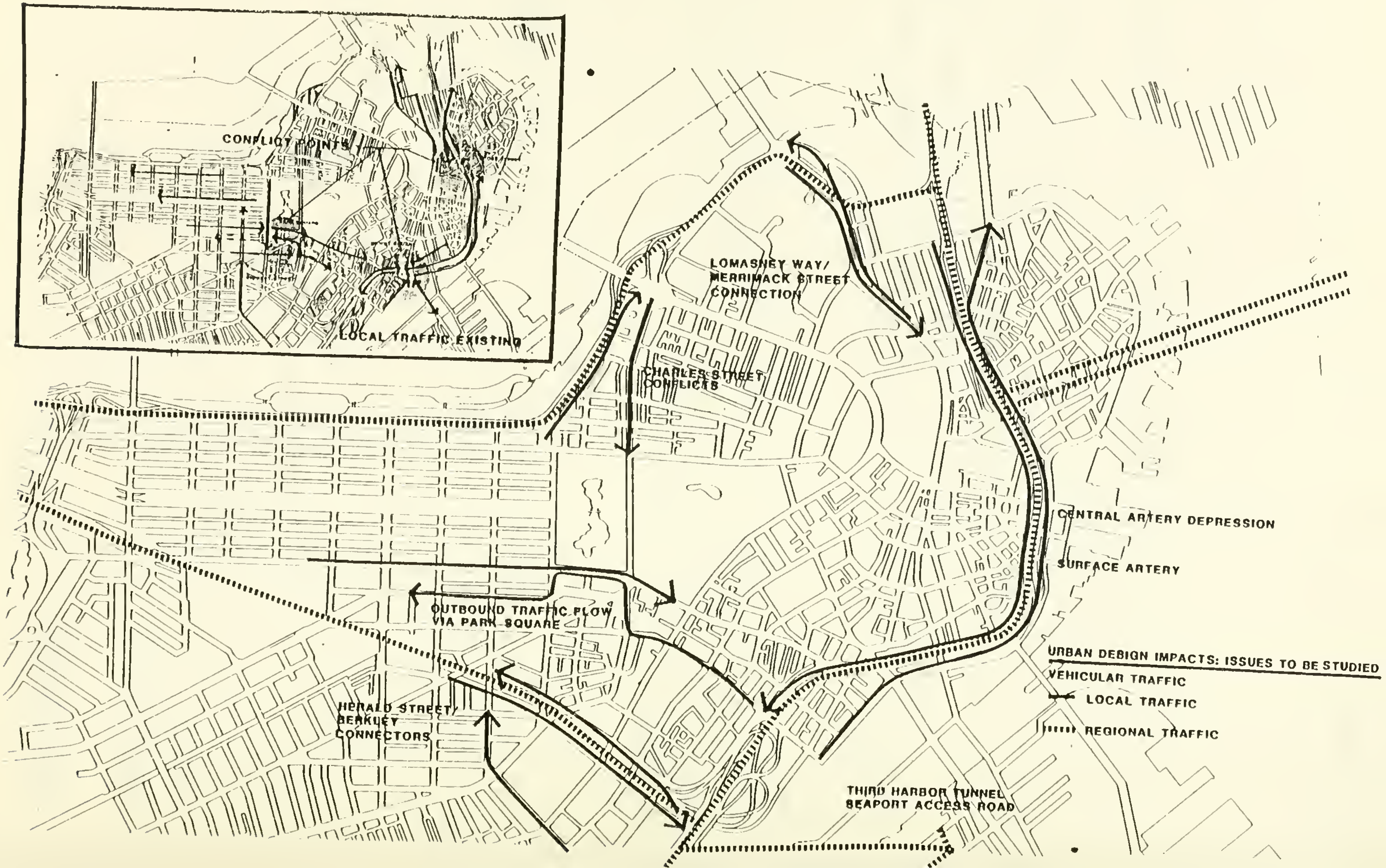
GROWTH POLICY: VEHICULAR CIRCULATION

- Depression of Central Artery will create a peripheral surface roadway connecting the north to south and ease conflicts in the adjacent streets and intersection through a series of circulation changes.
- Lomasney Way/Merrimack Street will provide two-way traffic from Congress to Leverett Circle improving access to Government Center, the Bulfinch Triangle and North Station.

Urban Design Impacts: Issues to be Studied

- Park Square traffic move around Park Square with hints at larger problem of accommodating outbound traffic from Theater District/Chinatown - a large circulation change may improve movement patterns.
- Herald Street/Surface Artery/Lomasney Way improve peripheral surface traffic movement downtown and suggest a complete linkage of these improvements might clarify Boston's Street system.

- The Charles Street change of direction has contributed to a larger problem traffic moving through the Back Bay and Beacon Hill. The Berkeley Street entrance ramps to Storrow Drive, the George Washington Circle and the Cambridge Street/Bowdoin Street/New Sudbury Intersection are high conflict areas that have been made worse by the Charles Street change and the problems will be magnified as new development, i.e., the Hines improvement and New England Life are completed.


CONFLICT POINTS
LOCAL TRAFFIC EXISTING
LOMASNEY WAY/
MERRIMACK STREET
CONNECTION
CHARLES STREET
CONFLICTS
CENTRAL ARTERY DEPRESSION
SURFACE ARTERY
OUTBOUND TRAFFIC FLOW
VIA PARK SQUARE
HERALD STREET/
BERKLEY
CONNECTORS
THIRD HARBOR TUNNEL
SEAPORT ACCESS ROAD
URBAN DESIGN IMPACTS: ISSUES TO BE STUDIED
VEHICULAR TRAFFIC
LOCAL TRAFFIC
REGIONAL TRAFFIC

MASS TRANSIT

Growth Policy:

Proposed growth areas will require mass transit connections. Many stations in the T system downtown can handle additional access demands balancing some of the strain of the stations serving the financial district.

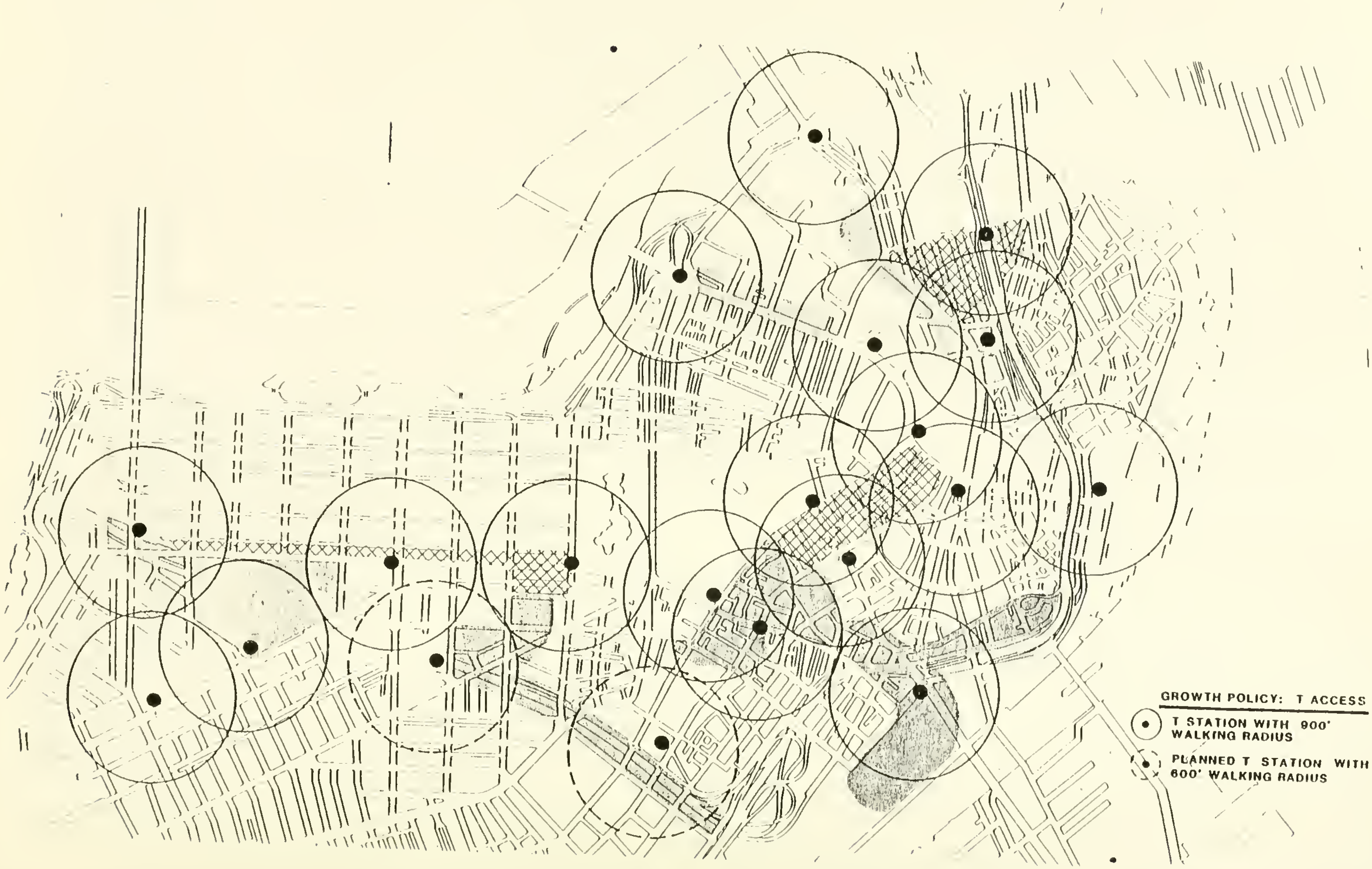
- Improving the Essex Corridor stations should be integral to the Essex Street development.
- New Southwest Corridor stations will increase accessibility to the Turnpike air-rights and Copley square.
- North Station/Haymarket are well served with North Station improvements planned, i.e., removing the elevated structure.

Urban Design Impacts: Issues to be Studied

The MBTA plans upgrading and modernization of many of its downtown stations. Stations in need of improvement could be prioritized to the growth areas.

Expansion of the underground or LRV system has some dramatic opportunities.

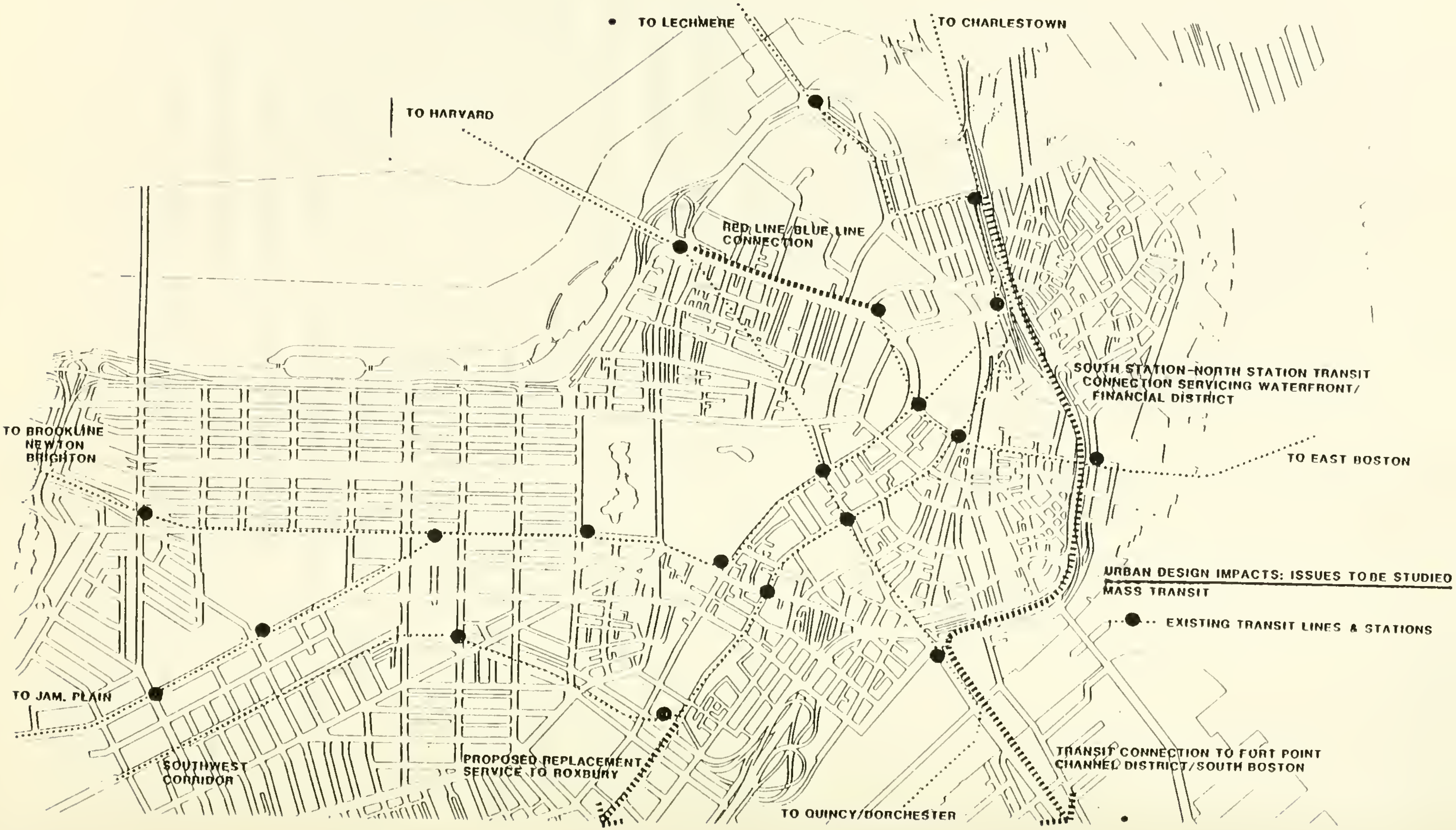
- Is a LRV system appropriate for the Central Artery study either below or at grade to link North and South Station?
- Is an extention of service to the Fort Point Channel/Commonwealth Flats/South Boston desirable?
- What kind of replacement service is feasible for the existing Orange Line when Southwest Corridor opens?



GROWTH POLICY: T ACCESS

T STATION WITH 900' WALKING RADIUS
PLANNED T STATION WITH 600' WALKING RADIUS

- Would the connection of the Blue Line to the Red Line via an extention of the Blue Line tunnel under Cambridge Street to the Charles Street Station increase accessibility to Government Center and the Financial District, as well as the Airport?



URBAN DESIGN IMPACTS: ISSUES TO BE STUDIED

MASS TRANSIT

EXISTING TRANSIT LINES & STATIONS
TO LECHMERE
TO CHARLESTOWN
TO HARVARD
RED LINE/BLUE LINE CONNECTION
SOUTH STATION-NORTH STATION TRANSIT CONNECTION SERVICING WATERFRONT/ FINANCIAL DISTRICT
TO EAST BOSTON
TO BROOKLINE NEWTON BRIGHTON
TO JAM. PLAIN
SOUTHWEST CORRIDOR
PROPOSED REPLACEMENT SERVICE TO ROXBURY
TRANSIT CONNECTION TO FORT POINT CHANNEL DISTRICT/SOUTH BOSTON
TO QUINCY/DORCHESTER

PARKING

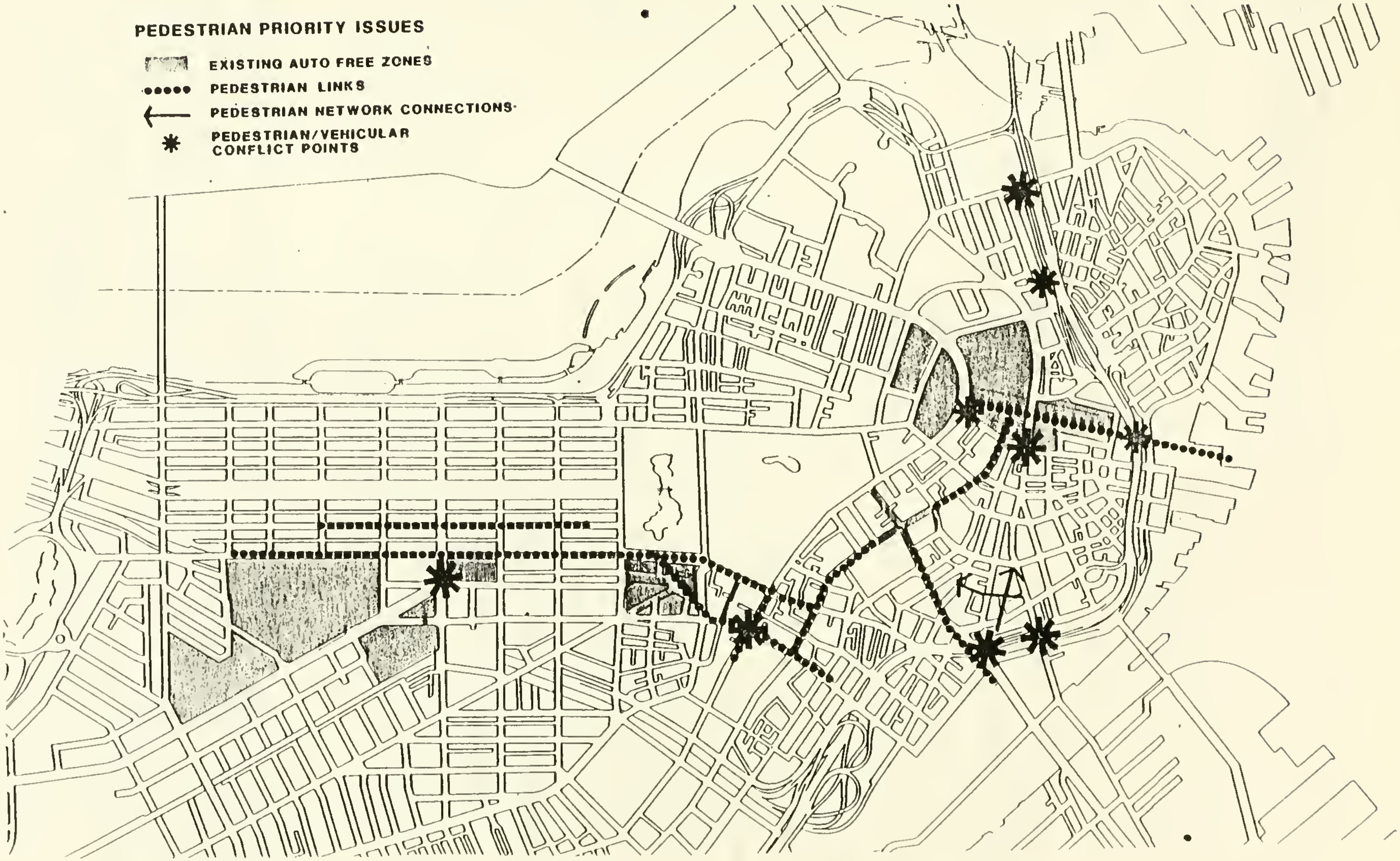
Growth Policy

As the scale of the street system in Boston's central zones are not conducive to heavy traffic movement, the location of parking structures should be peripheral to high use districts encouraging pedestrian activity to link office to automobiles. These structures should have direct access to the Central Artery, Atlantic Avenue, Kneeland Street arterial street system as well as the Herald Street-Turnpike Air-rights Corridor. An equal relationship of mass transit and parking accessibility to retail/office destinations should be established with priority given to the mass transit. This parking system should be integrated into the open space pedestrian network to reinforce that network and increase the quality of the pedestrian movement system for all its users. A prime example of how this policy can be implemented is the planned development of parking structures at South Station. Similar studies for parking structures at North Station should be encouraged.

Pedestrian Priority Zones

Pedestrian priority zones are established with the intent on improving quality of the pedestrian experience in the Downtown. The limited capacity of Boston's public ways dictate that trade offs must be made. As the majority of shoppers (approximately 90%) and office workers arrive to Downtown by mass transit, their needs should be given priority over vehicular traffic.

The basic concept is to strengthen the existing auto free zones by linking them to one another through a network pedestrian improvements that provide equal access to all. This involves sidewalk widenings along the Washington Street retail corridor to Government Center and Quincy Market and to the Theatre District to Park Square. Access to this retail center from the Financial District should also be improved by not only sidewalk widenings but also through block connections and pedestrian alleyways. These zones should also be made more accessible by addressing the major conflict points where pedestrian access routes and vehicular oriented streets cross. These conflict points included Dewey Square, North Station, Haymarket and Haymarket Square.


PEDESTRIAN PRIORITY ISSUES
EXISTING AUTO FREE ZONES
PEDESTRIAN LINKS
PEDESTRIAN NETWORK CONNECTIONS
PEDESTRIAN/VEHICULAR CONFLICT POINTS

DOWNTOWN PLAN
Preservation of Boston's Building Resources
Historic Preservation

The building stock in downtown Boston is a resource which has been inherited from previous generations. It is an investment in materials, energy, labor and creativity. The buildings contribute a range of economic and environmental qualities to the city. Many are of special historic and architectural merit, precious and irreplacable. Most of the older buildings make significant contributions to the public realm by forming the streets and spaces of the community. Their scale, their shopfronts and upper story windows which add life to the streets they help contain, and the sun, light, and views of the sky they allow are values to the public often not provided in new construction. Many through-block connections are provided within buildings or along their alleyways, making walking through the city more convenient and interesting. A last and very fragile contribution of Boston's older building is the lower rents which many of them provide for the diverse uses which make a city lively and healthy. Buildings which have not been substantially rehabbed for Class A office space provide locations for inexpensive lunch places and printers, secondhand book shops and specialty retailers, small office services and professions, and incubator space for starting businesses.

The downtown building stock has been categorized based on the vulnerability to change within the next twenty years so that for each category the city can be prepared with guidelines and controls to preserve the qualities which are important to the community. The following is a listing of categories and the type of guidelines to be developed: (definitions to be added)

1. Major new construction since 1960 including current "pipeline projects" considered "hard" buildings, unlikely to be replaced - improvements may be desirable to add ground floor retail, landscape open space, add low building additions or greenhouse structures to parts of uncontained plazas, provide wind baffles, minor alterations to the facade.

2. Substantial rehab since 1975 considered "hard" buildings, unlikely to be replaced - few improvements other that to add ground floor retail, some Boston Landmarks Commission Category II and III which may be vulnerable to inappropriate building additions.

3. Designated Boston Landmarks of national historical or architectural significance, listed or eligible for listing in the National Register of Historic Places. Considered "hard" buildings they warrant absolute protection - guidelines are needed to protect and enhance their settings.

4. Boston Landmark Commission Category II and III which have not had substantial rehab since 1975 - of major significance to the City of Boston. With a few exceptions, considered vulnerable to either demolition or inappropriate building additions. Individual assessment needed to determine qualities to be preserved.

   Note: The void above the cornice line should be considered an integral part of the building design.

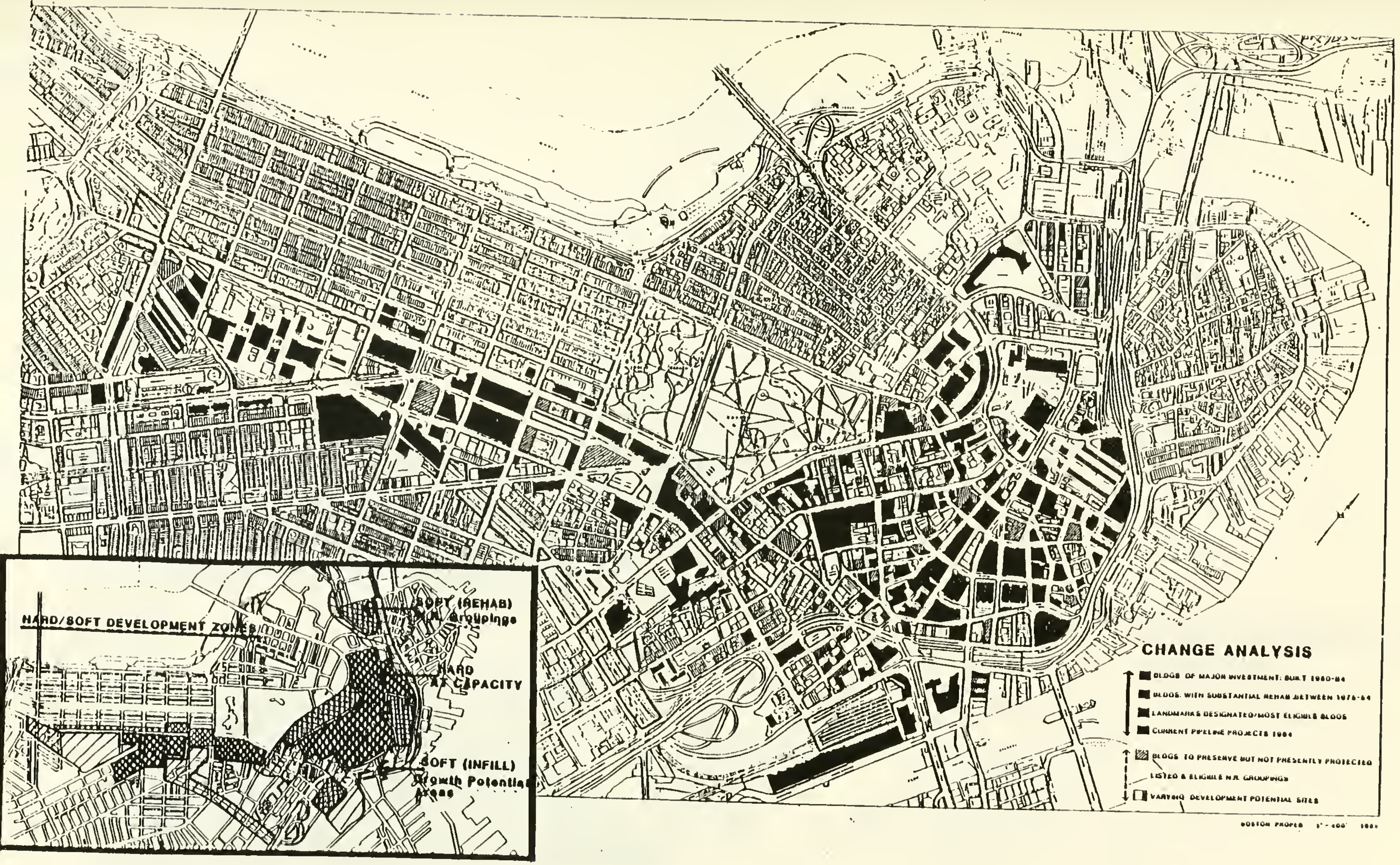
   Note: These buildings often provide the moderate rents necessary for a balanced economy which might be lost through substantial rehab.

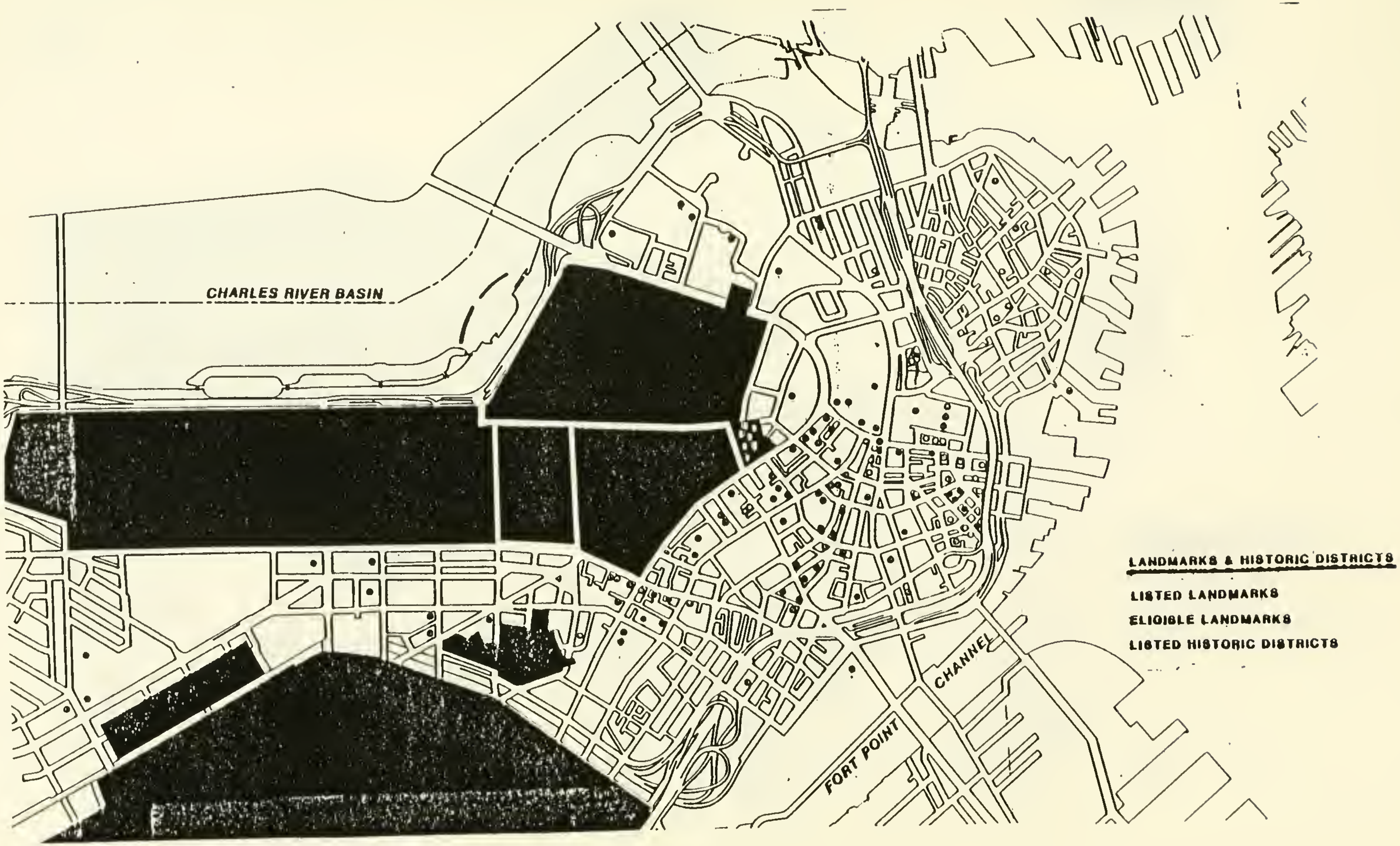
5. Notable or minor other buildings which provide important or minor contributions to the architectural distinctiveness, scale and cohesiveness, and/or history of a street, open space, or district considered especially vulnerable to demolition. Individual assessment is needed to determine qualities to be preserved. Some provide many contributions which new construction is not likely to replace, while others have several contributions such as building height which can be repeated in a new building. Guidelines are needed to identify acceptable replacements and encourage desirable contributions.

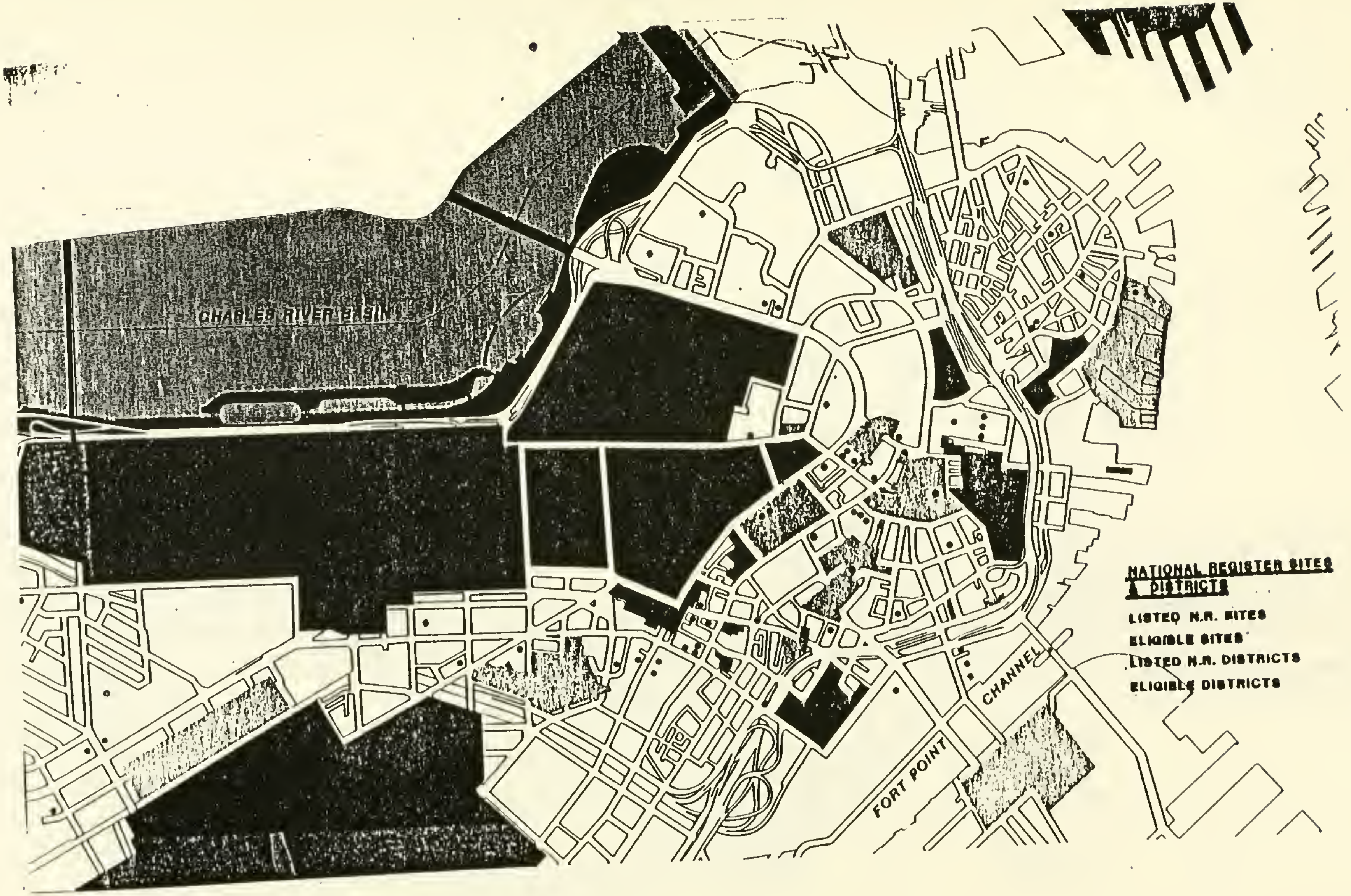
   Note: These buildings often provide the low rents necessary for a balanced economy, which would be lost both through new construction and substantial rehab.

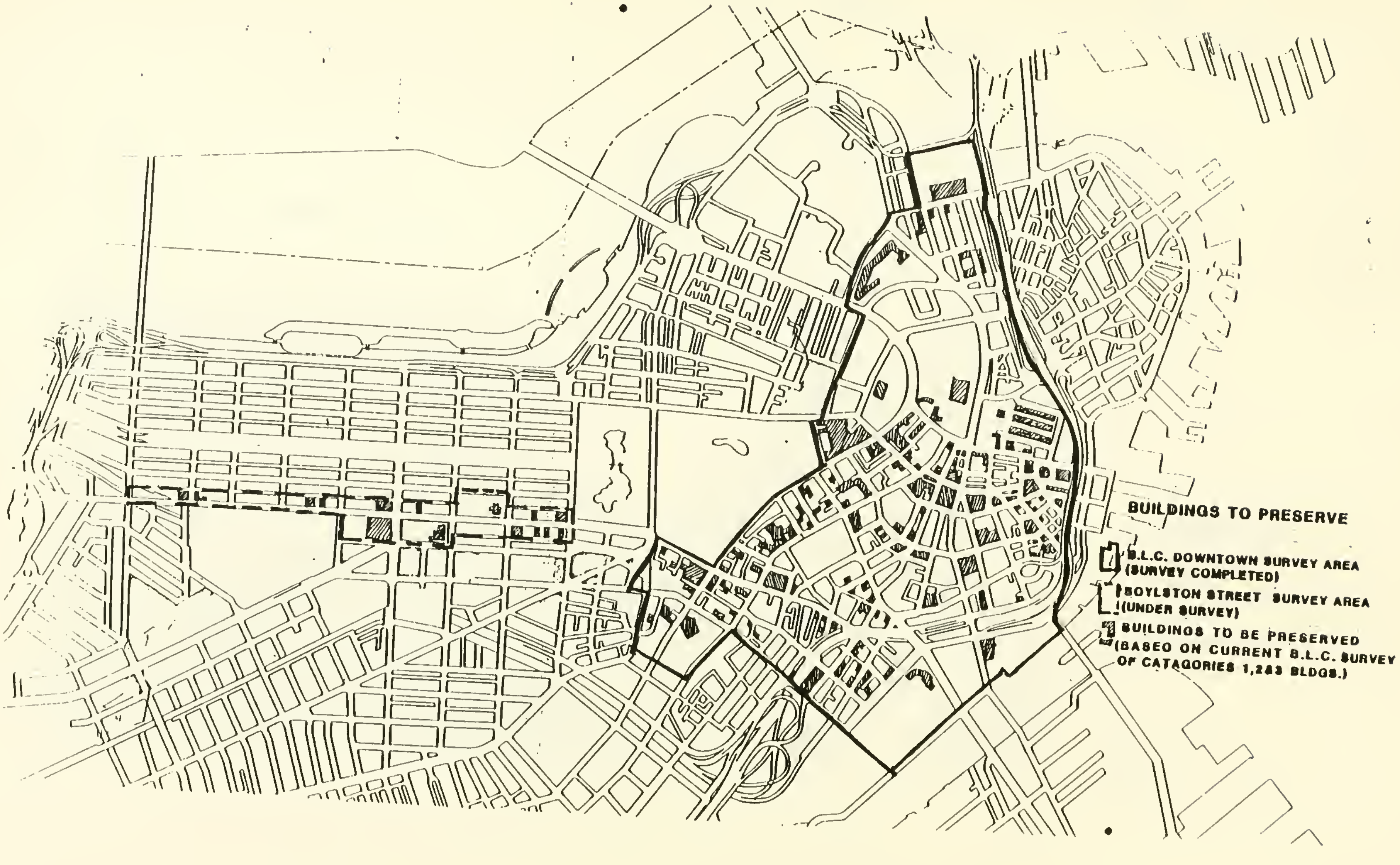
6. Non-contributing other buildings which are not of architectural or historical interest and may be visual intrusions or incompatible with the surrounding urban fabric. However, they may house viable businesses and diverse uses of value to the City. Individual assessment is needed to determine vulnerability, desirability of redevelopment, and guidelines for new construction or site and facade improvements.

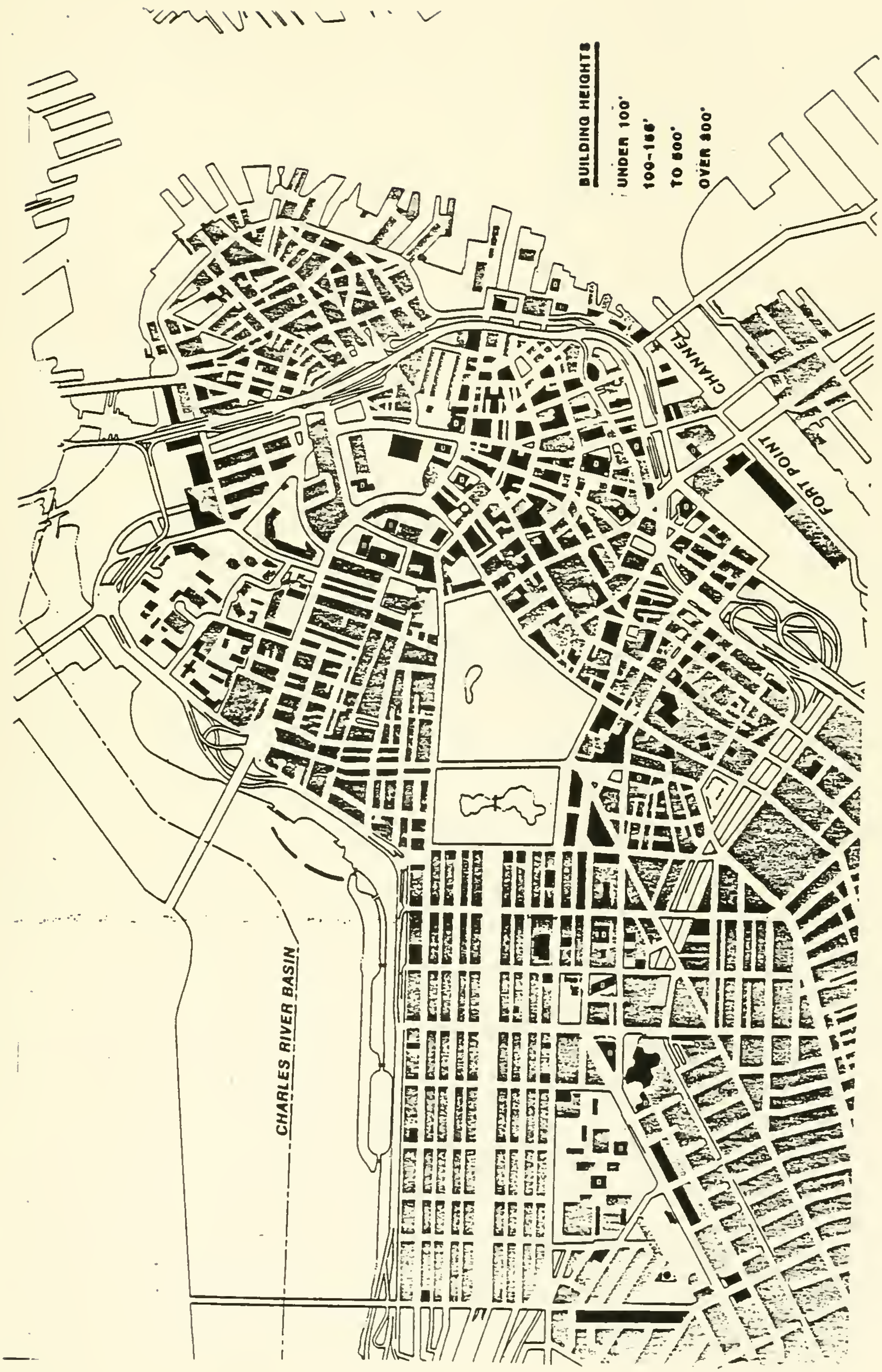
7. Vacant or garage parcels - redevelopment desirable, guidelines needed to ensure compatibility of use and form with surrounding area.


CHANGE ANALYSIS
BLDGS OF MAJOR INVESTMENT: BUILT 1980-84
BLDGS. WITH SUBSTANTIAL REHAB BETWEEN 1976-84
LANDMARKS DESIGNATED/MOST ELIGIBLE BLDGS
CURRENT PIPELINE PROJECTS 1984
BLDGS TO PRESERVE BUT NOT PRESENTLY PROTECTED
LISTED & ELIGIBLE N.R. GROUPINGS
VARYING DEVELOPMENT POTENTIAL SITES
BOSTON PROPER 1" = 400' 1984
HARD/SOFT DEVELOPMENT ZONES
SOFT (REHAB)
N.R. Groupings
HARD
AT CAPACITY
SOFT (INFILL)
Growth Potential
Areas


CHARLES RIVER BASIN
FORT POINT CHANNEL
LANDMARKS & HISTORIC DISTRICTS
LISTED LANDMARKS
ELIGIBLE LANDMARKS
LISTED HISTORIC DISTRICTS


NATIONAL REGISTER SITES & DISTRICTS
LISTED N.R. SITES
ELIGIBLE SITES
LISTED N.R. DISTRICTS
ELIGIBLE DISTRICTS
CHARLES RIVER BASIN
FORT POINT CHANNEL


BUILDINGS TO PRESERVE
B.L.C. DOWNTOWN SURVEY AREA (SURVEY COMPLETED)
BOYLSTON STREET SURVEY AREA (UNDER SURVEY)
BUILDINGS TO BE PRESERVED (BASED ON CURRENT B.L.C. SURVEY OF CATAGORIES 1,283 BLDGS.)


BUILDING HEIGHTS
UNDER 100'
100-150'
TO 500'
OVER 500'
CHANNEL
FORT POINT
CHARLES RIVER BASIN

CHAPTER VI

DISTRICT GUIDELINES AND PLANS

BACK BAY

10-26-84

BACK BAY

An Historic
~~A Planning~~ Profile

The filling and development of the Back Bay beginning in 1857[1] was perhaps the most successful government sponsored development program in Boston's history. It may be the reason why Boston accepted the urban renewal programs of the 1950's with such great confidence. Boston rapid growth from 1831 through 1906 was in large part due to the new regional accessibility provided by seven[2] separate railroad lines for the area. For the mudflats known as the Back Bay, the railroads conflicted with an earlier dream of Uriah Cotting, to create an industrial center using a tidal basin for water power. Long Wharf, one of Cotting's earlier ventures, brought order to the chaos along Town Cove in the 1820's.[3] Cotting built an earthene dam, Beacon Street. The Back Bay was a tidal reservoir. By 1835, the second railroad, the Boston and Providence line, was built across the tidal basin; it crossed the Boston and Worcester Railroad right-of-way. The intersection was known as the St. Andrew's cross.[4] The cross became a railyard and a permanent barrier between the Back Bay and the South End. In contrast Berkeley and Dartmouth were extended in the period between 1861 and 1871 to Tremont Street.

In 1872, the growing Boston and Providence Railroad built a station at Park Square. Designed by Peabody and Stearn the station was the world's longest 850 feet.[5] The important feature to remember about the station is - it had a clock tower, visible from most points in the city. Transportation systems change quickly in the life time of a city. By 1900, all southbound rail lines shared the route to the new even larger South Station. The Park Square station became idle.[6] By 1906 the Park Square station was being replaced with new structures: Park Square Building, the Statler Hotel, and in 1947 the John Hancock Tower[7] with the familiar weather beacon.

Many of Boston's established families moved to new homes in the Back Bay and brought with them older institutions and churches. For example, the Brattie Square Unitarian congregation decided to sell their 1772 Colonial Meeting House in 1871.[8] A new church was built on Clarendon Street and Commonwealth Avenue. Designed by H.H. Richardson with a prominent fieze by Bartholdi (sculptor of the Statue of Liberty)[9], this new church accelerated the great influx institutions to the Back Bay. A year later, 1872, Richardson was commissioned to design Trinity Church.[10] The new Old South Church was begun two years later by Cummings and Sears.[11] Twelve years later, 1887, the Boston Public Library was underway by Charles F. McKim, formerly a draftsman for Richard.[12] Six years later the Chapel of Christain Science was started by Franklin J. Welch, 1893,[13] and was followed by Symphony Hall by McKim, Mead and White in 1900.[14]

The Back Bay building boom began to conflict with an established neighborhood where Haddon Hall, an eleven story apartment building, sparked a movement for height restrictions in 1894.[15] A height restriction of 125 feet had been imposed on the downtown two years earlier by new building codes. The most vigorous to "high" buildings occurred in 1898. The corner of St. James and Clarendon (now the site of the John Hancock Tower) was available for development. The Museum of Fine Arts and 3000 citizens petitioned to restrict the height of new buildings within 500 feet of Copley Square or any park ground to 90 feet. One argument for the restriction was: "It was the city that made the square so beautiful". When the superstructure of a hotel rose on the site above 90 feet, MIT and the Museum filed a suit, 1898 which six years later was upheld by the U.S. Supreme Court.[16] The John Hancock Tower built on the same site 74[17] year later is 790 feet high.[18]

Footnotes:

1. Whitehill, Walter Muir. Boston: A Topographical History. The Beklnap Press of Harvard University Press, Second Edition, 1982, Page 151.

2. Whitehill, p. 102.

3. Whitehill, p. 96.

4. Whitehill, p. 100.

5. Kay, Jane Holtz. Lost Boston. Houghton Mifflin Company, Boston, 1980, p. 263.

6. Kay, p. 263.

7. Whitehill, p. 190.

8. Whitehill, p. 168.

9. Southworth, Susan and Michael. A.I.A. Guide to Boston. The Globe Pequot Press, Chester, Conn., 1984, p. 254.

10. Southworth, p. 217.

11. Southworth, p. 228.

12. Southworth, p. 254.

13. Southworth, p. 295.

14. Southworth, p. 297.

15. Southworth, p. 251.

16. Kay, p. 283.

17. Southworth, p. 222.

18. Tall Buildings, The World Almanac. New York, New York, 1983.

BACK BAY

General Guidelines

The Back Bay has developed into five height and guideline districts:

1. The Victorian Residential/Commercial District bounded by the Fenway, the Public Garden, the Charles River, and Alley 439 (between Newbury and Boylston Street),
2. Boylston Street - 100 feet north and south of the right-of-way.
3. the insurance district between Boylston and Huntington Avenue,
4. Huntington Avenue - 100 feet north and south of the right-of-way, and,
5. the St. Botolph Historic District.

Guidelines:

Back Bay:(1 Victorian Residential/Commercial District

Height: The prodominate height in the Back Bay is 50 feet (4 stories and a high basement). New structure should follow this guideline.

Massing: The sale of narrow lots ranging from 25 to 45 feet wide created a building module or rhythme along the street that must be recognized and repeated if new large developments are to fit the scale of the Back Bay.

Streetline: New structure must observe the existing street pattern. If an infill lot is flanked by buildings that are built to the street right-of-way line, then the infill development must be built on the street right-of-way line. If an infill lot is flanked by buildings with setbacks from the street, then the infill building must be built with an equal setback.

Curb-cuts: The Back Bay street pattern consists of streets and alleys. All service garage and vehicular entries are restricted to the alleys. No street curb cuts are permitted.

Street Interface: Character of the Back Bay each building is separated for the sidewalk by a wrought iron fence, coping, landscaping and stairway to the first floor which is approximately eight to nine feet above the street.

Rooftops: The Victorian style of architecture found in the Back Bay has generated a varied skyline.

MORE BEING (PREPARED)

BACK BAY

THE CONTEXT FOR PLANNING

> "Back Bay is in the midst of change. Rapid commercial development occurred in the sixties and then remained relatively static for much of the seventies. Residential change accelerated during the seventies after remaining quiescent during the sixties. During the eighties, both sectors appear poised for major increases in activity as the natural advantages the Back Bay offers become more prized.
>
> The challenge for Back Bay is to preserve its unique characteristics while this development occurs. It will no longer be necessary to promote development as has been done in the past; the new priority must be to channel development pressures into areas and types of activity that will be most beneficial for the area as a whole and compatible with its best qualities."
>
> Back Bay Development Goals
> Back Bay Federation for Community
> Development, May 17, 1983

The Boston Redevelopment Authority is cognizant of the changes that have occurred within the Back Bay over the past decade. Boylston Street, once an area showing economic stagnation and marginal commercial activity, is thriving with new and renovated developments. The revitalization of Newbury Street with mixed commercial and residential activity reflects Back Bay's strong retail and residential markets. The renovation of sub-first floor space along Newbury Street shows the market strengths in this area.

Back Bay's major residential enclave stretching from Commonwealth Avenue to the Charles River, between Arlington Street and Massachusetts Avenue, has few vacancies, numerous new condominiums and rental units of very high quality. The college students' presence of many years ago is rapidly being replaced with individuals and families moving into the area to work in Boston.

Major Design and Development Issues

Back Bay's strong housing and commercial market, however, has created a number of design and development issues, as follow:

1. The elimination of residential units from upper levels of Newbury Street buildings especially between Exeter and Hereford Streets.

2. The lack of available housing for individuals with moderate and lower incomes, particularly the elderly and the older population (55 years and older).

3. The reduction in absolute terms of the number of available commercial parking spaces, created in part through the introduction of a residential parking program and the elimination of surface off-street parking because of new construction.

BEACON HILL

4. The additional pressure being placed on Back Bay's public transportation, street system and sidewalk network by increasing numbers on the work-day population.

5. The possible lowering of Back Bay's water table may have been created by new development and additions to existing buildings.

6. The design impact of high buildings particularly the St. James Avenue garage redevelopment, Prudential Center redevelopment, and buildings up to the 155' height limit along Boylston Street's northside has the potential of "canyonization" of major east-west streets in the Back Bay commercial area.

7. Usable open space, which is already at a premium in the Back Bay is being subjected to increasing use. Renovations to Copley Square, the Fens and the Public Garden will ease some of this burden.

8. Finally, the appearance of Back Bay is suffering, with trash and litter problems on Boylston Street and the proliferation of signs on commercial establishments on major retail streets.

Design and Use Issues

Some of the major micro-climate issues that will need to be addressed in developing Back Bay design guidelines are shadow impacts from tall buildings on adjoining residential and business areas, the wind impact created by clustering tall buildings in and around both Copley Square and the Prudential Center, and the time that the sun is present within public open spaces such as Copley Square and the Clarendon Street Playground.

Evaluation of infrastructure capacity (i.e., electric, water and sewer lines) as well as street and sidewalk circulation capacity must be accomplished in developing such guidelines.

Major Sub-Area Design and Use Objectives

Back Bay's design and use objectives can best be analyzed by sub-areas, as follows:

1. Boylston Street "Corridor"

Boylston Street should be the primary focal point for all commercial activity in the Back Bay by means of ground and second-floor retailing. It should be Boston's answer to Fifth Avenue or North Michigan Avenue in attracting shoppers from nearby offices, hotels and residences as well as those from outside the immediate area.

Mixed commercial uses are essential to the vitality of the area.

The upper floors along Boylston Street should provide a complete array of functions - consistent with a quality retail base. Full use of these buildings should be encouraged - ground floor only occupancy should be avoided.

The heights along Boylston Street are currently being reviewed as a part of the "Boylston Street Zoning Study". It would appear that any height restrictions should await the outcome of the specific BRA Study. Existing zoning allows up to 155' on the northside with an FAR of 10. The southside is zoned for B-8 with no height restrictions.

2. Newbury Street

Newbury Street should continue to have a variety of uses. Lower Newbury should remain a higher-quality shopping district consistent with the higher-quality mix on Boylston Street. From Exeter Street up, however, small-scale residential-oriented retailing should be preserved. Uses in this area should favor residential, not commercial, activity. Newbury Street should be an interactive border between the commercial and residential area, serving both as a "barrier" and transition zone. Existing zoning along Newbury Street limits height to 65 feet which should be adhered to.

3. Copley Square

Copley Square should act as the "center" of Back Bay and offer humanized open space for public use and enjoyment. The present design does not fully meet these objectives, and the City must create a more positive environment. Through redesign and reconstruction of the Square in accordance with joint City/Copley Square Centennial Committee program guidelines, an improved open space will be possible.

4. South of Boylston Street

This area represents the prime focus for commercial expansion. The blocks from Boylston to Columbus Avenue, the Turnpike and Huntington Avenue represent untapped resources. Any new hotel construction or major office construction should occur in this area. Heights in excess of 250' are possible and feasible on selected sites within this sub-area.

5. Massachusetts Avenue

Massachusetts Avenue should act as a neighborhood retail area for the western Back Bay. Retail activity aimed at a broader market should be avoided here.

6. North of Newbury Street

The area north of Newbury Street (from the alley between Newbury and Commonwealth) should be a residential area that should be protected and preserved. Further non-residential expansion or encroachment should be discouraged in this area.

7. St. Botolph Street

This area, between Huntington Avenue and the Southwest Corridor, is within an historic district. Primary uses are residential with heights respecting existing 65-70 foot restrictions. Non-residential uses should be discouraged even along West Newton Street where residential uses are strong.

BEACON HILL

CONTEXT FOR PLANNING

Beacon Hill is Boston's most famous historic neighborhood. Protected by an act of the Massachusetts General Court in 1955, designating a major portion of the Hill as an historic district, Beacon Hill has maintained its special residential character while responding to the needs of contemporary urban living.

During the past decade, many of Beacon Hill's residential buildings have undergone substantial rehabilitation, often in conjunction with condominium conversion, resulting in a reduction in the number of apartments and rooming houses. Beacon Hill remains one of the City's most desirable central City neighborhood with a strong demand for both apartments and condominiums and having high level of rehabilitation activity.

Although Beacon Hill is primarily a residential district, housing approximately 10,000 persons, in close proximity to the Central Business District, the neighborhood does have two commercial areas. Charles Street is the Hill's principal shopping area, with a secondary role as a regional specialty shopping district. After declining in the 1960's Charles Street has experienced a significant revival during the past five years with new and upgraded stores, restaurants, and services together with facade renovations and improved signage. Cambridge Street, situated at the northern edge of the historic area, is the Hill's other commercial district, and includes the Charles River Park Shopping Plaza. This area is characterized by a mixture of building styles and uses, some vacant and underutilizied parcels, and several large and inappropriate signs.

Immediately adjacent to Beacon Hill, north of Cambridge Street is the Mass. General Hospital/Mass. Eye and Ear complex. Together, these facilities contain over 1,000 beds. Mass. General is presently planning a major long-range development that will replace many of its existing buildings with new and higher structures.

Also in this area is the Charles River Park apartment/condominium complex developed within one of the City's first urban renewal projects. This complex, which also contains, off-street parking, offices, commercial and recreational facilities is largely complete, although the parcel across from the new GSA Building remains undeveloped.

Major Design and Development Issues

Beacon Hill's unique character and convenient location have resulted in pre-issues for development and activities that have not always been compatible with the historic architecture, scale, and residential nature of the district. Design and development issues include:

1. The relationship of major new high-rise construction proposed on sites adjacent to Beacon Hill, including the Mass. General Hospital development and Charles Street Jail, to the historic district.

2. The reduction in the number of moderately-priced apartments and rooming houses as rehabilitation and conversion of existing residential buildings continues.

3. The balancing of city-wide vehicular transportation needs with the neighborhood's desire to limit through traffic. For example, the reversal of the direction of Charles Street, a major city artery, may have reduced traffic in the neighborhood, but created additional traffic in other neighborhoods.

4. Because of limited local open space, use of facilities such as The Common has created neighborhood conflict, e.g., the "concerts on the Common" have negatively impacted Beacon Hill.

5. Inadequate off-street parking, limited opportunities for new parking facilities and increasing residential demand for parking.

6. Increasing pressures for redevelopment of vacant and under-utilized sites on Cambridge Street.

7. Continuous pressure throughout Beacon Hill for conversion of residential property for non-residential use including professional offices, educational and religious institutions.

Major Sub-Area Design and Use Objectives

Beacon Hill's design and use objectives can best be analyzed by sub-areas.

1. Cambridge Street

New construction on Cambridge Street, particularly on the south side of the street should be designed very sensitively to relate to the residential buildings on the Hill. The height and materials are particularly important. The present height restrictions on the southside should not be exceeded and on selected sites possibly reduced to reflect existing lower heights.

Mixed use development, with commercial on the ground floor and residential and office on upper floors should be encouraged to reinforce existing patterns and encourage street vitality. However, only commercial uses that serve neighborhood needs and that are compatible with the residential area should be promoted.

Consideration should be given to extension of the Beacon Hill Architectural District to include the southside of Cambridge Street.

2. Charles Street

Charles Street should be treated as a conservation area with building changes limited primarily to facade and sign improvements under the supervision of the Beacon Hill Architectural Commission. High quality retail and restaurant uses together with neighborhood services on the ground floors should remain. Existing residential uses on upper floors should be protected.

3. Beacon Hill Residential Area

The Beacon Hill residential area should continue to be treated as a conservation area. Existing zoning restrictions (height of 65 feet) should be strictly enforced. Design review and approval of new construction by the Beacon Hill Architectural Commission will provide protection against inappropriate design changes.

4. Boston Common/Public Garden

As the neighborhoods principal open space, planned public improvements should continue and be accelerated. Guidelines for activities and facilities on the Common should be developed in conjunction with the Beacon Hill neighborhood.

5. Mass. General Hospital

The BRA should continue its design review of the proposed hospital development in conjunction with the adjacent Beacon Hill and Charles River Park neighborhoods.

6. Charles River Park

This residential locale is controlled by the West End Urban Renewal Plan which is administered by the Authority.

FINANCIAL DISTRICT

CHAPTER VI: DISTRICT GUIDELINES

Table of Contents

A. Financial District

Including Tremont Street Parkfront, Summer Street shopping district, and Essex Street Growth Corridor

1. History (partial)
2. Issues
3. Guidelines

    a. General District Guidelines
    b. Sub-Area Guidelines

        i. Financial, Tremont, Summer Street
        ii. Essex Guidelines

[illegible]
[illegible] 84

CHAPTER VI: DISTRICT GUIDELINES

A. DOWNTOWN FINANCIAL DISTRICT

1. History and Description

About fifteen thousand years ago the glaciers receded leaving the tops of the White Mountains as a moraine at the edge of the continent in the form of drumlins which we known as the Boston Landhead and Harbor Islands. The Landhead included the area from Charles Street to Congress Street and the North End and was connected to the mainland by the very narrow neck of Washington Street. This area was first developed by European settlers in the 17th century who built their houses and commercial structures along two main streets, Hanover and King's (State), leading to the naturally protected Harbor on the eastern half below three hills known as Trimount (Tremont) leaving the western half as common grazing lands for their livestock. Industrious and ambitious, they prospered and soon outgrew the limitations of the original settlement. Many had acquired enough wealth to move to the suburbs and built grander residences with gardens and orchards along Summer Street and a new locus of worship, Church Green. The location of today's downtown commercial district was thus established.

- Still to Come:
- Commercial Development
- Great Fire of 1872
- Commercial Palaces
- Decline of Industry and Commerce
- Early Renewal Efforts
- Current Status

SUSAN —
CAN SOMEBODY HELP
RK

The Essex Street Corridor was a section of row housing in early 19th century. As Boston's downtown commercial establishments grew they displaced wholesale and warehouse uses out of the central area into nearby areas to the south. During this move, mixed warehouse uses sorted themselves out by use. Most of the area now considered the Essex Street Corridor became the textile district with cloth warehouses and ready-to-wear manufacturers. This was the last substantial period of growth and economic optimism for these industries. Many of these companies built substantial buildings in the Renaissance Revival style complete with pilasters, wreaths, and other classical ornaments.

2. Downtown Financial District Development Issues

General issues regarding downtown between Boston Common and the Fort Point Channel waterfront include:

- Growth/Where should it go? Is the Financial District already overbuilt? Can the Essex Street area accommodate additional growth? How should public transportation relate to it?

- The Public Domain/How can we enhance the network of pleasant, safe, public places which facilitate public activity? How do we make them active? How can they enhance the environment and preserve sunlight and skyviews?

- The Architectural Heritage/What should be the relationship between new development and Boston's past? How do we retain and reinforce the sense of human scale and avoid the deadening impact of towers and vacant plazas? What should be preserved and what should new development be like? How tall? How big? What about character, texture, and color?

More specifically the Financial District, Tremont Street Parkfront, the Expressway, and Essex Street have particular issues that need to be addressed:

- Financial District/How can the negative impacts of overbuilding - shadows in the streets, windy places, congested intersections - be ameliorated and avoided in the future? How do we preserve a reasonable blend of the old and new? Should remaining streets and buildings be preserved to retain a sense of human scale and character? Should growth be directed to the perimeter?

- Tremont Street/How do we preserve a beautiful parkfront and enhance the vitality of the retail core? Should height and bulk be limited to encourage preservation and rehabilitation?

- The Expressway/How should a long-term plan for development of the Expressway corridor address issues of scale, character, compatibility, the public streets and spaces, and human activity? How should the plan related to the fabric of downtown?

- Essex Street/How should the vacant and underutilized sites be developed? What building height, density, character is appropriate for the area? What activities should the area promote and facilitate? How should growth be stimulated and regulated? How can desirable activities and buildings be retained?

The Essex Street Corridor has long been a central focus of the City's design and development efforts. Economic change and unsuccessful or delayed developments have left gapping holes in the continuity of buildings of this area. These breaks in turn have made the Essex Street Corridor a barrier that marks the end of the high quality, attractive redevelopment of the downtown core and the start of less attractive uses. Recently, major planning and development studies have been undertaken in this area. Lafayette Place and the associated public improvements have made a start at bridging this boundary and incorporating lower Washington Street into the economy of downtown core.

NO ¶

Recent buildings sales and expressions of developer interest indicate that these strategies are starting to be successful.

DOWNTOWN FINANCIAL DISTRICT

3. Guidelines

The purpose of the guidelines is to suggest a way of implementing a new attitude towards downtown development. This attitude values the past because of our cultural heritage, our desire to retain the intimate scale of the traditional Boston cityscape. It values the importance of our public streets and spaces and desires to enhance the physical environment and the sense of life and vitality. It recognizes the importance of growth to maintain a healthy economy but concedes that direction is required through the promulgation of standards, and evaluation through public review.

a. General Guidelines for the area which includes the Tremont Street Parkfront, the Summer Street Shopping District, the Essex Street Corridor, and the Financial District aim to address the basic issues:

- Retain, enhance, and contribute to the network of all existing public spaces including streets, alleys, parks, arcades, lobbies and passageways, and improve the access this network provides.
- Retain and enhance all existing buildings that contribute to the human scale, the architectural and cultural character of the area, or to the support of human activity.
- Enhance pedestrian priority and provide wider sidewalks, safer and more comfortable intersections, improved access to transit, and better regulation of traffic flow.
- Reinforce and increase the human activity that downtown supports and facilitates, and enhance the diversity and local character.
- Facilitate vehicular access to planned garage locations at Lafayette Place and South Station (proposed) with improvements to the adjacent pedestrian environment.

b. SUB-AREA GUIDELINES U+LC

i. Guidelines for Tremont Street Parkfront, Summer Street Shopping District and Financial District

- Additional capacity cannot be accommodated in the district. Retain and rehabilitate all buildings preserving the sense of human scale and connection with the architectural legacy.
- Height is limited to that of existing buildings, and in the case of vacant land, to that of the traditional buildings near the parcel, either 125 or 155 feet. Rooftop penthouse additions at 60° angle from the street-wall may be permissible depending on impacts.
- Reinforce office use as the primary activity of the Financial District, and retail commercial uses in the Summer Street area, but enhance the mix to include more retail, cultural, entertainment, and residential uses.

- Upgrade the shopping environment and image of Downtown Crossing, expand retail use, and enhance access to the retail core by transit, on foot, or by car to limited garage locations.

- Encourage human activity providing street-level retail uses on all streets, and landscaped spaces where appropriate.

- Continue improvements for pedestrians and expand the Downtown Crossing auto-free zone.

- Create improved identity in the shopping district by providing signs, kiosks, street furniture, plant-materials, and shopper-related facilities such as sidewalk cafes, a bandstand, restrooms.

- Create streetscape improvements to aid in orientation and the sense of entry to the different areas.

- Preserve existing daylight, sunlight, views, and vistas in all streets and public spaces, and in existing buildings, and mitigate the unpleasant effects of the wind.

- Create wider sidewalks and improved regulation of traffic circulation at Devonshire and State, on Franklin Street at th Tontine Crescent, and at Snow Place.

ii. Essex Street Corridor

- Accommodate growth on the vacant, underutilized, and non-contributing parcels at Essex and Lincoln, Lafayette and Chauncy, Bedford and Kingston, Surface Artery and Summer, Hayward Place, Washington at Boylston and within the Hinge Block at Stuart and Washington.

- Limit maximum height of any building element seen from the city streets to 300 feet. In the blocks between Tremont and Washington, height is limited to the existing building height, with elements of transitional height visually connecting the buildings. Elsewhere, height is transitional between the existing building heights.

- Enhance the public realm with improvements for pedestrians at Dewey Square, the Surface Artery, Bedford Street, and Essex Street, with retained public ownership, improvements and extensions to all alleys and minor passageways including Boylston Square, LaGrange, Allens Alley, Tamworth, Haymarket Place, Bumstead Court, Head Place, Avery, Mason, Hayward Place, and Hersey Place, and with additions to the system including transit at all development parcels.

- New development will provide appropriate scale and massing with buildings defining the streetscape especially at disorienting intersections like Dewey Square, Essex and the Surface Artery, and set-backs at a 60° angle above the predominant height of the street-wall.

- Relate new buildings to the architectural character of the district in the design of facades, street-level details, color and texture.

- Enhance the mix of activities with additional housing at Tremont Street, retail use at street-level throughout the district, and office development towards Dewey Square.

- Provide Essex Street improvements to facilitate access to garages and pedestrian improvements at Dewey Square.

CUSTOM HOUSE

(still to be completed)

GOVERNMENT CENTER

will be inserted once
it is completed

CHINATOWN/DOWNTOWN SOUTH

DOWNTOWN SOUTH

History & Context

Downtown South is bounded by Boylston Street and Essex Street on the north, Atlantic Avenue on the east, the Massachusetts Turnpike on the south, and Columbus Avenue and Arlington Street on the west. The area includes a unique diversity of uses: the Park Plaza Urban Renewal area, Bay Village residential area, the Tufts-New England Medical Center, the Theater District, Chinatown and the Leather District.

At the time of the initial settlement of the Shawmut Peninsula in 1630, two-thirds of the present land within Downtown South was either marsh, mud-flats or under water. The land originally extended from Park Square to Washington Street just south of the Common, narrowing to a 200 foot neck, with Washington Street in the middle, at the present Turnpike location. This neck continued out to Roxbury, providing the only land connection between colonial Boston and the mainland. Boston's major orientation was, however, to the sea. Long Wharf was its "front door" and the center of town was at the corner of Washington and State Streets. The neck was the "back door", outside of which were the gallows. From 1630 to 1800 Downtown South was sparsely settled. Fewer than 100 buildings are shown on 18th century maps.

After 1800, with population growth straining the limits of the Shawmut Peninsula, the first of many 19th century landfills was undertaken in the South Cove, on the harbor side of the neck. The land was extended to Harrison Avenue in 1805, and to Albany Street by 1840 in conjunction with construction of the Boston and Worcester Railroad, which was laid across the Back Bay mud-flats from Kenmore Square, along the southern edge of Downtown South, and around a sweeping curve into a station at Kneeland and Lincoln Streets.

To the west of the neck, the Back Bay mud-flats were drained and Bay Village streets laid out in the 1820's. Among the tradesmen who originally inhabitted this area were carpenters and artisans of Beacon Hill houses. Many of the more modest but finely crafted two and three story brick row houses they built for themselves in the 1830's and 40's still stand today. The scale of tight streets, low buildings and fine detail surprisingly diminishes the sense of the larger surrounding city. Though row houses from the same time period also exist in the South Cove landfill, the sense of historic fabric is not as strong as in Bay Village since many have been demolished.

Park Square was initially developed in the 1830's and 40's with rowhouses similar to those of Beacon Hill. Houses on Boylston Street fronting the Common and the Public Garden were especially lavish and desirable. Shortly thereafter the area began to change to commercial uses under the influence of the Boston and Providence Railroad, which was laid from the southwest across the Boston and Worcester tracks and into a station at Park Square. The railroads dramatically increased the importance of land access to Boston. This was not, however, without negative impact. The trains were noisy and dirty. The tracks and marshalling yards cut Downtown South from the newly developing South End and Back Bay residential districts.

In 1900, the Boston and Providence trains were relocated to the new terminal at South Station via the Boston and Worcester tracks. It wasn't until the 1970's however that the urban fabric began to be mended. Under the Park Plaza Urban Renewal Plan, the State Transportation Building, the Four Season's and the Arlington/Hadassah project set exemplary models for other new construction in the area. Their height and brick exteriors relate to existing buildings. Their massing reinforces the street, and their active ground floor uses animate the sidewalks.

In the mid-sixties the Massachusetts Turnpike was extended into Downtown Boston along a right-of-way adjacent to the Boston and Worcester Railroad tracks. This further increased the separation between Downtown South and the South End. In the late sixties, after clearance of Scolly Square, the Combat Zone relocated into the area around Washington Street between Boylston and Kneeland Streets cutting off Downtown South from the retail and financial districts. Recently, the Zone has been shrinking under the pressure of surrounding development in Park Square, the Medical Center, and Downtown Crossing.

PARK PLAZA

a. Description of Character and History of District

The Park Plaza Project area occupies a crucial location in downtown Boston between Downtown Crossing, the Financial and Theater Districts and the commercial/office areas of the Back Bay. A large section of the project area also fronts on Boston's major open space resources, the Common and Public Garden. Therefore Park Plaza has for many years been identified as a critical "hinge" area which if developed appropriately would strongly link the Back Bay and the downtown area and create an attractive and elegant presence on the Garden and Common. The condition of the area until recently has been to create the opposite effect: to act as a barrier to connection of the two areas through inappropriate and largely unrelated land uses, dilapidated buildings and confusing vehicular and pedestrian circulation systems and to present a dreary, seedy facade to Boston's two great downtown open spaces. The first phase of the Park Plaza project has been focussed on the superblock and its environs in the western part of the project area. Thus the State Transportation Building, the Four Seasons Hotel, and now the Arlington/Hadassah parcel are respectively completed, under construction and starting development with the eastern two large blocks. Parcel 4 (also known as the "hinge block" or Parcel 31) and Parcel 5 adjacent to and in Chinatown are still in the planning stages. One parcel remains in the superblock, the Park Square parcel, the developer's kit for which will be issued early in 1985.

b. Guidelines for the Types of Uses Encouraged for District

The objectives for Park Plaza as stated in the Urban Renewal Plan which continue to give direction in terms of area uses are:

1. Basic Objectives

   a. To provide a new "intown" residential community in the heart of the city.

   b. To provide a higher economic use to replace an existing under-utilized area.

2. Planning Objectives

   a. To provide a lively mixture of mutually reinforcing uses with emphasis on residential and daytime plus evening activity.

   b. To carefully integrate, as to scale and activity, the new development with the surrounding areas - especially in the relationship of the buildings and uses along Boylston Street to the adjacent Boston Common and Public Garden.

3. Building Design Objectives

   a. To create multi-use new structures, with the lower elements built close to the street lines so as to maintain the urban character.

The City has had a policy of specifically encouraging residential uses along Boylston Street across from the Boston Common and Public Garden. This has resulted in the Four Seasons with one hundred condominiums as well as the predominantly residential mixed-use project on the Arlington/ Hadassah parcel.

A major consideration in terms of use has been the City's policy of encouraging residential uses along Boylston Street facing the Common and Public Garden. This has been carried out in the Four Seasons Project with one hundred condominiums as well as next door in the predominately residential Arlington-Hadassah project with a similar number of condominiums.

Expansion of area residential opportunities should be encouraged in and adjacent to the project area. A residential component should certainly be a major element of Parcel 31 and other Chinatown area development guidelines. In addition, residential uses should be carefully considered for part or all of the Park square parcel development - there is a height bonus of 50 feet to 300 feet from 250 for residential use on this site.

Another major policy in this area has been and is the requirement for retail space on the ground level of both public and private buildings. This is important both to generate activity within Park Plaza and to strengthen the link in the retail corridor between Back Bay and Downtown Crossing. Most of the first floor of the Arlington/Hadassah project is proposed to be small boutiques and restaurants, the Four Seasons will have some retail space on the corner of New Charles Street and two food

and beverage operations on the public plaza. Most significantly, the State Transportation Building will have 70,000 GSF of retail and restaurant space on the first floor of this public building.

When the developer's kit is prepared for the Park Square parcel, retail and restaurant use on the first floor and opening out on to the second phase of the public plaza, will be required. In addition the continuation of retail uses at the ground level on Parcels 4 and 5 will be a requirement as planning goes forward on development on those sites.

c. Guidelines for Buildings (Size, Architectural Character)

The major design policy relating to Park Plaza has been to require that new buildings be built of materials whose color and scale relate well to the existing Boston architecture of Back Bay, Beacon Hill and Bay Village, and that their size relate also to what is more a residential than an office scale of development. An excellent example of this is the State Transportation Building, a brick building which is essentially a large tower turned on its side to respect area heights.

Guidelines for buildings in the eastern end of the project area (Parcels 4 and 5) should be different from those for the western end and should relate more to the immediate context of Chinatown, Downtown Crossing and the New England Medical Center.

d. Open Space Circulation

f. Any Special Public Improvements Which Should be Made

Other Basic, Planning and Design Objectives from the Park Plaza Urban Renewal Plan which give further direction to guidelines for open space and circulation in the area are:

1. Basic Objectives

To eliminate blighted conditions.

To increase the tax revenue by a more intensive development of the area.

To prevent the haphazard redevelopment of this important sector of Boston which would occur through unplanned renewal based upon the present street layout and pattern of privately-owned parcels.

2. Planning Objectives

To provide multilevel attractive and continuous pedestrian areas through the Project within maximum separation between vehicular and pedestrian movements and convenient interfacing with other transportation modes (transit, taxi, auto, pedestrian).

To eliminate excess and confusing roadways and replace them with an efficient, safe, and adequate new road system based on the overall proposed downtown traffic plan.

3. Building Design Objectives

To create a new and pleasant environment within the public and semipublic areas to maximize the use of such areas and add a new dimension to the downtown commercial and entertainment areas.

In terms of carrying out some of the open space and circulation objectives, construction will start in Spring 1985 on $3.2 million of street and sidewalk improvements to major street segments in the area including Stuart, New Charles, Boylston and Tremont Streets. These improvements will provide for easier traffic flow through the project area and for a vastly improved pedestrian circulation system and pedestrian amenities. The latter will include new brick sidewalks with trees, special lighting and street furniture, and the provision of a new small park at the corner of Boylston Street and Charles Streets. Most importantly, they include the development of the first phase of the Park Plaza's central and orienting focus, the public plaza. This is to be bounded by the Motormart Garage, the Statler Office Building, the Four Seasons Hotel and the State Transportation Building. The Four Seasons is developing the first phase on its property and the developer of the Park Square parcel will then build the final phase as part of the requirements for the development of that public parcel.

The remaining proposed open space and circulation improvements for Park Plaza should be completed in the next few years to provide the appropriate context for the area buildings. These would include landscaping the balance of the interior areas of the superblock not presently provided for, i.e., the

Park Plaza Hotel side of Park Plaza, Columbus Avenue and Church Street, as well as street and sidewalk improvements on the segments of Arlington and Stuart, Boylston and Tremont Streets not in Phase I and Warrenton Street and Place.

Close attention needs to be paid to the development of appropriate vehicular and pedestrian circulation and open space improvements in and adjacent to Chinatown. This area is presently so dense and will be denser with the new development on Parcel 4 (Parcel 31) and an adjacent Parcels, (30 and 32, etc.) that open space and circulation improvements are critical to insuring that the area does not become too congested.

e. General Height Limits for District

Within the Park Plaza project area, height limits have been studied carefully as part of the lengthy and complex environmental review process and formalized in the Urban Renewal Plan and in some cases, the Zoning Code. Height limits have been established on a parcel by parcel basis and reflect both a general policy to step heights down from Downtown Crossing to Arlington Street while at the same time permitting some tower locations as part of the Back Bay "spine" principle.

The height limits in the plan for the parcels which step up from Arlington Street are: Arlington/Hadassah, 85' maximum with a 50' setback to 130'; Four Seasons, 130' maximum with a 75' setback to 155'; the State Transportation Building. 145' maximum except for 100' on Charles Street

and 125' on Tremont Street. The one tower parcel in the superblock has a height limit of 125' on Stuart Street with a tower on the interior of the block permitted at 300' if residential and 250' if office. This parcel is about to undergo extensive review in the next few months as the developer's kit is prepared for public advertisement and thus all aspects of the site, including the permitted heights, will be thoroughly discussed.

In addition, the plan establishes height limits and F.A.R. for Parcels 4 and 5. The height limits for these two parcels are: Parcel 4, 650' except 125' at the corner of Boylston and Tremont Streets; Parcel 5, 450'.

The F.A.R. for both is 15 with a bonus to 17 on Parcel 4 if certain desired cultural facilities are provided in the development. However, since the final approval for the State requires an environmental impact report including building mass, use and locations study before commencement of development on these parcels, it is likely that this public process will find these permitted heights and F.A.R.'s now unacceptable and that other more appropriate, e.g., lower heights and F.A.R.'s will be adopted.

CHAPTER VII

IMPLEMENTATION

Downtown Plan
Implementation

The preceding sections of this report have described the history of development in the Downtown, general design and development policies, and a planning proposal to generate specific guidelines for future growth and development. In order to implement these guidelines, specific design and environmental performance standards will have to be enforced through land use controls. Zoning is the most effective land use control available to Boston to achieve these goals.

History of Zoning in Boston*

In 1904 and 1905, the Massachusetts Legislature enacted the first statutes generally regulating uses and buildings throughout Boston. These Acts divided the City into two districts according to use. District A was to be used primarily for business or commercial purposes and limited to a height of 125 feet. In District B, buildings were to be used primarily for residential or non-business purposes and limited to heights of 80 to 100 feet.

Prior to that time only limited enactments were in effect. For example, the 1898 Massachusetts Acts 452 entitled "An Act to the Height of Buildings on and Near Copley Square in the City of Boston", and the 1899 Massachusetts Acts 457 entitled "An Act Limit the Height of Buildings in the Vicinity of the State House" were targeted for specific areas, but did not regulate land uses that spiralled out from these focal points.

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*Massachusetts Zoning Manual, Chapter XVI, _Special Zoning Acts_: _Boston_, 1983.

Legislation for the first comprehensive building regulation for Boston was enacted in 1924. This Act imposed greater restrictions on the use and dimensions of buildings.

Existing Zoning

In 1964 the Zoning Code currently in effect was adopted, amending and based largely on the 1924 ordinance. It established two basic categories: the use category regulated the "location of trades, industries and other uses, and the location of buildings designed, erected, altered or occupied for specified uses". The bulk category regulated "height and bulk of buildings, the area of yards and other open spaces and the percentage of lot occupancy". It is of historical and practical interest to note that in his letter transmitting the 1964 ordinance proposal to Mayor John Collins, the Chairman of the Zoning Commission stated:

> "Of prime significance is the use of floor area ratio for bulk and height control in place of the traditional obsolete height limit. This method is being adopted throughout the country. It permits flexibility in freedom of design to the developer and describes building density directly and population density indirectly... In high density business districts a significant change has been made by the exclusion of manufacturing uses. Areas in the downtown area where the use is predominantly manufacturing or wholesale storage have been designated as "M" or manufacturing districts. Such areas are the Faneuil Hall Market section, the vicinity of North Station and the garment section around Kneeland and Essex Streets."

This statement summarizes the rationale for most of the zoning that exists today in downtown Boston, and implies the previous policies for directing the location, use category and density of growth. During the past twenty years obvious physical, economic and social/demographic changes have occurred in the downtown, and the pressure for development in the last decade has been very strong. Zoning amendments have been adopted to accommodate the changing use patterns, and, with the exception of a portion of the Essex Corridor, manufacturing zones have been replaced by several business designations.

However, the changes in zoning have been reactive as opposed to prospective. The 1964 ordinance in which height limits were considered obsolete did not anticipate the advanced engineering methods or/and speculation that have spurred the rise of numerous towers in the downtown. Today a height limit exists only in parts of the Back Bay and in the residential area of Beacon Hill. Floor area ratio is the only control of building bulk, and this singular control is inadequate to preserve sunlight and daylight, air flow, and to protect pedestrians from high velocity winds that are associated with high rise buildings. It also could not be anticipated that the core of the downtown would be developed so rapidly or fully making it desirable for the City to direct growth outward and toward specific corridors.

Proposed Zoning Controls

What is required today to manage and balance this growth and to preserve and enhance the natural and built environment is comprehensive rezoning that approaches the downtown as a system of mutually dependent factors: climatic

and geologic elements, historically significant buildings and modern higher rise structures, an intricate street pattern and an extensive public transit system, economic development opportunities and employment needs, and an expanding population.

The revised zoning designations for the downtown will include specific changes in use where inappropriate designations exist. However, emphasis will need to be placed on addressing height limits, lot area coverage, building setbacks and other zoning controls needed to implement design and development guidelines, and to incorporate design and environmental performance standards to enhance air flow and air quality and to preserve sunlight and daylight and provide a safe pedestrian environment.

Because of the diversity in the downtown, the approach to zoning needs to be different than zoning in other areas such as uniform residential neighborhoods. Height limits, building setbacks and other design controls must be specific to individual parcels or groups of parcels and districts of the downtown. We are proposing, therefore, a Design Control District designation in the Zoning Code for downtown Boston to address this need. The Design Control District will establish specific dimensional controls and design and environmental performance standards for ares of the downtown. Any new construction or substantial rehabilitation will have to conform to these performance standards in order to preserve natural amenities, balance growth with maintaining a human scale in the City and direct higher density and growth to appropriate areas.

The Authority has initiated the process of developing design performance standards that incorporate microclimatic variables through a grant from the National Endowment for the Arts to the City.

The guidelines and standards are not intended to impose rigid controls on architectural design, but rather to provide a context in which development can take place while still maintaining a humanistic scale in the City and a safe hospitable environment for residents and visitors.

The study has been divided into the three major interrelated areas of wind, air circulation and pollution, and sunlight and daylight, and is based on three central concepts:

- o Sunlight is key to the use of public ways and spaces. Guidelines and standards will be based on seasonal and diurnal use of public areas as well as on the actual type of use, size and situation of public spaces. Ensuring the presence of sunlight along all of the narrow, winding streets of Boston, although desirable, would not be practical. However, it is important to maintain adequate daylight and views of the sky on city streets.

- o Boston is one of the windiest cities in the country, and the effects of its strong winds are made worse in locations where tall buildings deflect winds and create gale force gusts at street level. Moreover, dense concentrations of large buildings can transform narrow streets into

canyons which trap air pollutants at the pedestrian level. Sea breezes which benefit air quality in Boston by dispensing pollutants must not be blocked by dense walls of buildings parallel to the Harbor.

- In Boston, as well as other older urban centers, vehicular traffic presents the worst air pollution problem for the pedestrian. A body of literature on transportation-related air pollution at the street level and on air circulation within urban street canyons exists. To date, however, it has had little or no impact upon how cities guide development in the urban core. This analysis will access current data and demonstrate how cities, using Boston as a case study, can predict zones of high pollution concentrations at the pedestrian level, and how they might guide urban form to enhance dispersion of pollutants and limit pedestrian exposure to unhealthy pollutants.

The specific goals of this microclimate study are to:

- Develop wind and air circulation/pollution performance standards for the design, massing, and location of buildings as they affect the comfort, health, safety and sense of well being of people using the city streets and open spaces.

- Identify the existing qualities of sunlight, daylight and visible sky in public open space and streets, the use of this space, and how the sunlight conditions affect that use; develop sunlight and daylight performance standards for buildings as they affect comfort and sense of well being of people using the city streets, and open space areas.

- Develop quantitative standards for pedestrian level wind in the City and for desired level of sunlight/daylight on specific streets.

- Develop a methodology for determining appropriate building heights and setbacks to achieve these goals.

The study is being conducted with three nationally recognized______________. We have selected three consultants to work with us on this study who we feel expertise in their respective fields, who bring with them the knowledge the urban environment and intricacies of relating microclimate variables to urban design.

Frank Durgin is Associate Director of the Wright Brother's Wind Tunnel at the Massachusetts Institute of Technology. He has been involved in the field of aerodynamics and building structures for over twenty years and has made significant advances in the state-of-the-art of wind tunnel testing. Mr. Durgin conducted the wind tunnel analyses for the comprehensive downtown Dayton, Ohio study.

Harvey Bryan, is an Assistant Professor in the Department of Architecture at the Massachusetts Institute of Technology. He has conducted extensive studies in urban sunlight and daylighting design and in energy conservation, and was a consultant to the "Midtown Manhattan Development Project: Zoning Regulation Study" on daylight.

Anne Whiston Spirn, is an Associate Professor of Landscape Architecture at Harvard University Graduate School of Design. She has written the recently-published book The Granite Garden: Urban Nature and Human Design which deals with air pollution, climate and design in the urban setting. She also worked with Mr. Durgin on the Dayton Study. Ms. Spirn is conducting the air circulation and air pollution element of the study.

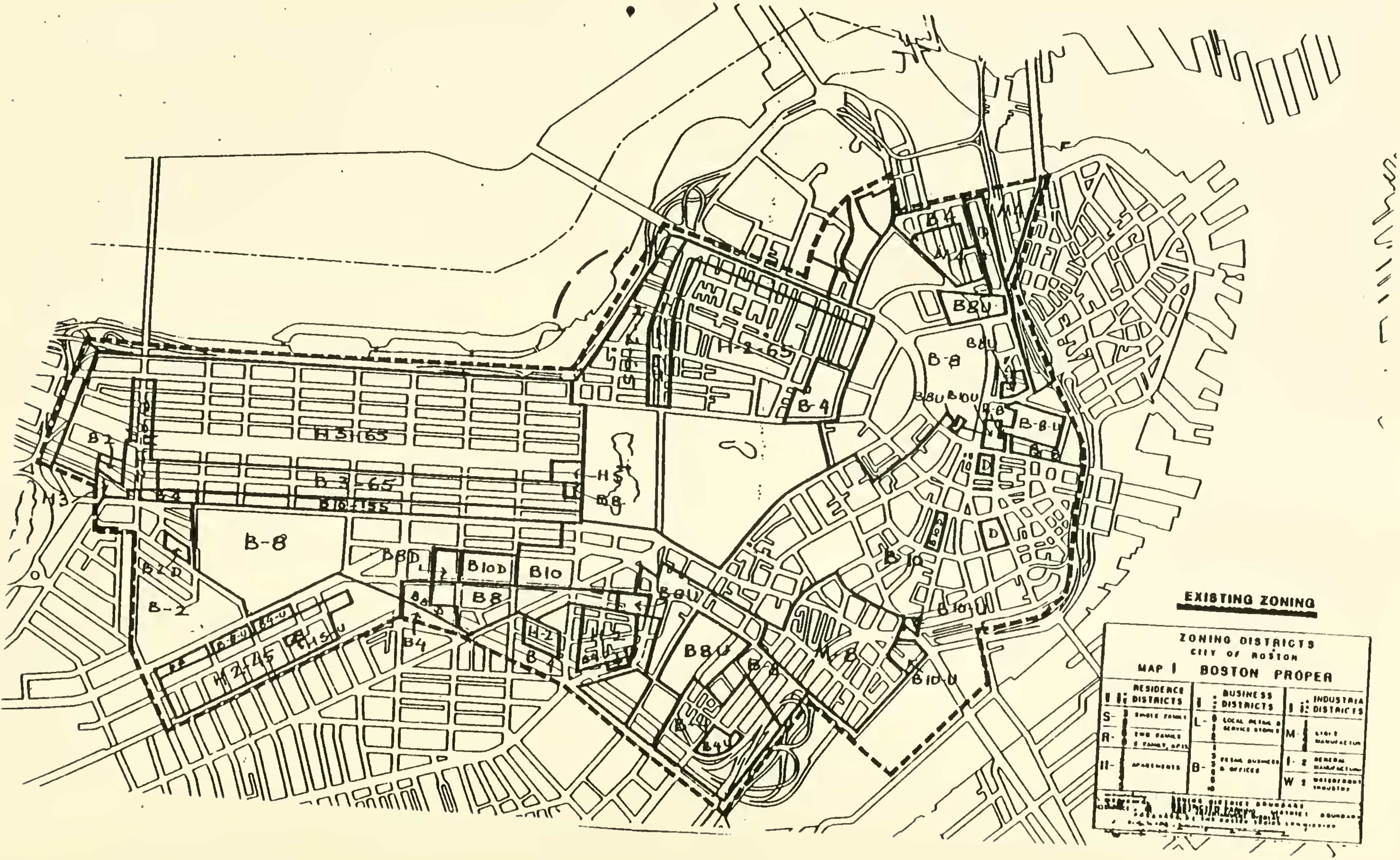
Developing design performance standards and incorporating these standards and revised zoning into a Design Control District will require several months of comprehensive planning involving the Authority and public participation. During the planning period we must guard against introduction of land uses and building designs that would be incompatible with the land use goals and revised zoning designations that will evolve from the planning process. Recognizing the need for comprehensive planning and revised zoning in the City and importance of adequate safeguards during that process, the Boston Zoning Commission has established an Interim Planning Overlay District designation in the Boston Zoning Code. The Interim Planning Overlay District when applied to a specific planning area of the City establishes controls that will be in effect while standards and revised zoning are being developed. The Authority will petition the Zoning Commission to designate the Downtown as such District for a period of ______ months.

In an Interim Planning Overlay District any applicant for a building or change-in-use permit related will have to receive an Interim Planning Permit from the Board of Appeal before the Inspectional Services Department can issue the requested permit, unless exempted by the interim controls for that District.

The Inspectional Services Department must determine if an Interim Planning Permit is required by any application for change-in-use or building permits. If so, the application will be denied and forwarded to the Board of Appeal and the Boston Redevelopment Authority. The Authority, acting as the City's planning agency must, within ninety days, report to the Board of Appeals whether or not the proposed action is consistent with the planning goals for the overlay district, with the comprehensive planning process, and with contemplated land uses.

The Board of Appeals will not, in any case, hold a hearing or make a decision on the appeal until it has received a report from the Boston Redevelopment Authority, unless the Redevelopment Authority has not issued its recommendation within the required ninety days.

In order to issue an Interim Planning Permit, the Board of Appeal must find that the proposed action is consistent with the land use objectives of the Interim Design Overlay District, and that the proposes changes will not adversely affect the comprehensive planning process.



EXISTING ZONING

VIII

PUBLIC PARTICIPATION

COMMUNITY PARTICPATION

Community Participation is the very heart of the downtown planning process. The material in this report is designed primarily to provide the information and boundaries for useful public discussion about the future of dowtnown Boston. The issues described here, the guidlines proposed for each district represent tradeoffs among divergent goals.

By definition, the downtown is a crowded active place, full of competing ideas, uses, needs. Preservation and development, height and openess, access and secuirty, pedestrians and cars are but some of the conflicts that have to be resolved before in the downtown plan is a complete document ready to impact the future of this area, and with it the City, for years to come.

The way to arrive at the compromises that need to be made among these and other competeing uses is through a public particpation process in which ordinary citizens, business and building owners, development experts and preservation experts discuss and argue and arrive at concensus.

The dowtownn plan sets up several forumns for this for these disucussions. There is the 15 person overall advisory committee, the design review committee, and the individual planning district committees.

Citizen Advisory Committee

This committee of 15 people to be named by the Mayor will advise the Mayor and the Boston Redevelopment Authority on downtown and on downtown related policies. Specifically the committee will be charged with reviewing the new zoning proposed during the planning period.

During this period, the Committee will be responsible for reviewing the list of approved and disapproved uses for use by the permitting process, and will review requests for permits and advise the BRA on whether or not they meet the established criteria.

The advisory committee will also serve as a liason to local groups such as the Downtown Crossing Association and the Center City Task Force, as well as to business and community groups in Chinatown and the Associations of the existing residential buildings such as Sterns and Tremont on the Common. In addition it will coordinate with any Planning Area Committees that may be established and coordinate the inclusion of their findings into the final plan.

Design Review Committee

This group, which is described in detail elsewhere in this repor will advise the BRA and Citizen Advsiory Committee on design issues related to proposed new buildings, public art, etc. This

commitee will be ongoing and will not end with the end of the interim planning period.

Planning Area Committees

These committees will concentrate on indivdual plannng areas in the downtown. In most cases they will consist of existing organizations or groups of organizations. In some areas it may be necessary to create a new organization.

Timetable

Name Advisory Groups
Name Design Advisory Group
Implement Interim Zoning
Begin process of selecting acceptable interim use items.
Complete Report
Implement Final Zoning

IX

NEXT STEPS

THIS CHAPTER IS INCOMPLETE
(WE WILL BE WRITING IT WITH
THE NEXT DRAFT)

867 42

BOSTON PUBLIC LIBRARY
3 9999 06315 128 4